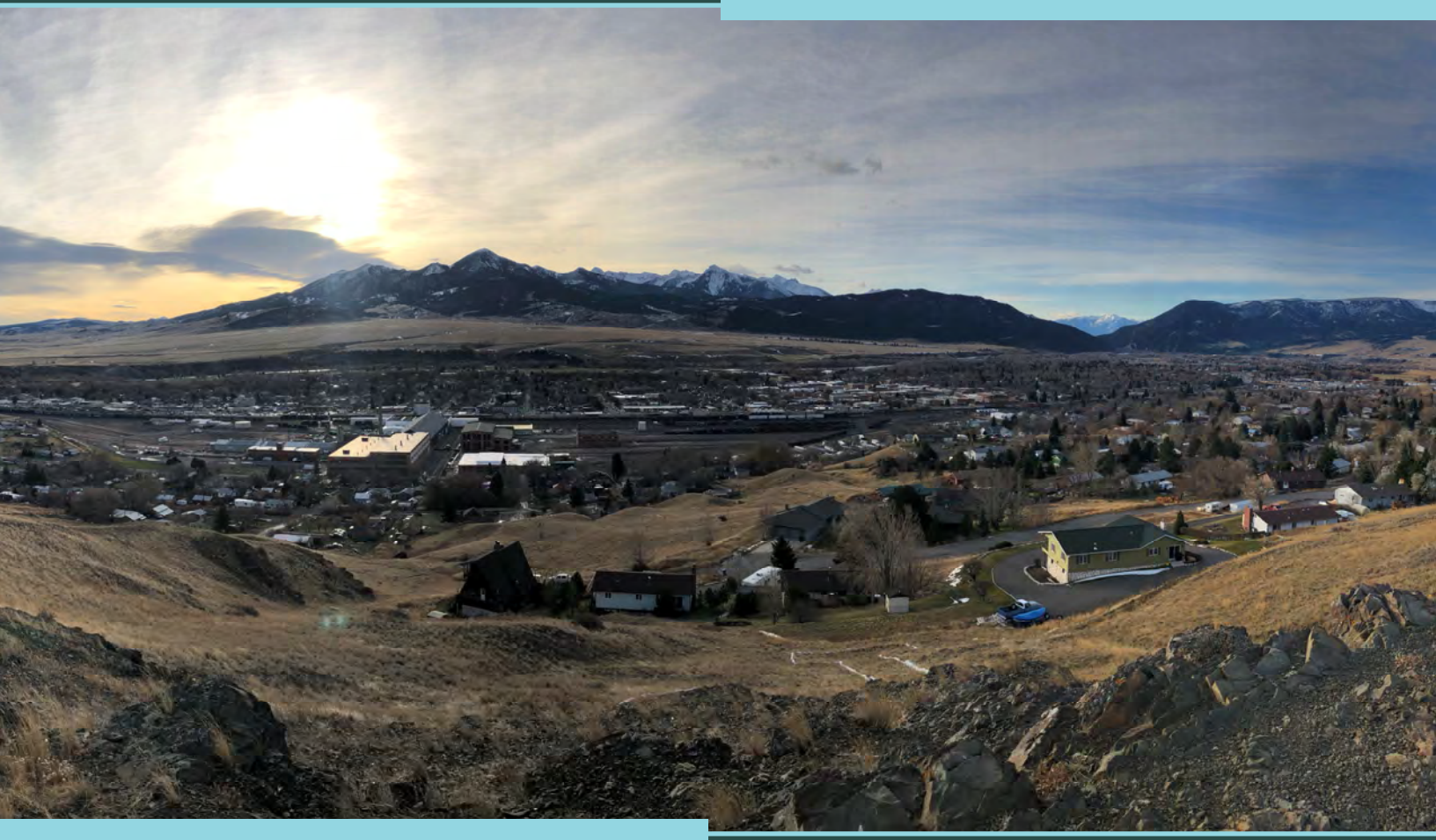


LIVINGSTON GROWTH POLICY

Draft | April 2021

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1 | Introduction

Livingston Area History

"Fundamental to the county as a whole is the Spirit of the Land, itself in the abundance of streams, mountains, plains and scenic vistas. And it is worthy to note that nearly all early chroniclers of Park County, regardless of the motives or livelihoods, referenced its natural wonders with awe." – Jerry Brekke

Native American History

The earliest inhabitants of Park County were traditionally the Crow and Shoshone. Other tribes also frequented the area including the Blackfeet, Sioux, and Bannock. Native peoples cherished the Livingston area due to the abundant game and relatively mild winters. The Crow Chief Arapooish stated, "the Crow country is good country. The Great Spirit has put it exactly in the right place… everything good is to be found there."

An 1868 treaty between the Crow and U.S. Government created an eight-million-acre Crow Reservation. The first Crow Agency was established approximately eight miles east of Livingston at Fort Parker, near the mouth of present-day Mission Creek. Government agents assigned to Fort Parker encouraged the Crow people to abandon their nomadic lifestyle and to begin farming crops in the area around the Fort. These efforts failed, and the Crow Agency was relocated to Absarokee in 1875 before being relocated to its present location south-east of Hardin. Park County lands lying south and east of the Yellowstone River was part of the Crow Reservation until the land was ceded and sold in 1882.

The 2005 Park County Growth Policy states that, Fort Parker "played a brief role in a bleak period of U.S. History that led to Crow cultural devastation". In 2016, the Archeological Conservancy purchased 15 acres of grazing land where Fort Parker once stood and an Informational Plaque now commemorates the area.

"One historian has termed the affairs conducted with the Crow by opportunistic Bozeman businessmen… as "Deception and venality on Mission Creek."" – John Brekke

Park County History

Park County was created by the Montana Territorial Legislature in February of 1887. Prior to this time, it was a portion of Gallatin County and generally known as the "east side".

The early White settlement can be broken into two distinct time periods, pre-railroad, 1863-1882, and post-railroad, after 1882. Pre-railroad settlement in the area was largely driven by the discovery of gold in the Emigrant Gulch area in 1863. With and mining of gold and other minerals in Paradise Valley, came an increase of encroachment and trespassing into Crow territory by the new settlers.

In addition to gold mining, coal was mined at Horr & Electric near Cinnabar after the construction of the Park Branch Line in 1883. Significant coke production began with the construction of a spur line to the area known as Cokedale, nine miles west of Livingston, in 1887. At the peak of production, the coke ovens at Cokedale produced 100 tons of coke a day and employed 400 people. The coke ovens were to be short lived, as operations ceased in 1906 due to fire.

During this time farming and ranching operations were established in both the Yellowstone and Shields Rivers valleys. Significant expansion of agricultural uses occurred in the late 1800s as the Crow were pushed east and ceded or sold lands within Park County, making it possible for the land to be owned and occupied by White settlers.

In 1872, Yellowstone National Park was established at the southern end of Park County, including an entrance south of present-day Gardiner. Originally, rough roads and trails extended from Bozeman through the Trail Creek drainage into Paradise Valley south to the Park. In 1882, the Northern Pacific Railroad reached newly established Livingston. The same year the Paradise Valley branch line was constructed with termination at Cinnabar approximately 2.5 miles short of Gardiner due to a land dispute with Gardiner. The completion of the railroad established Livingston, and Park County as the primary Gateway to Yellowstone National Park at the time. Yellowstone National Park has significantly shaped Livingston, Gardiner, and Paradise Valley as we know it today.

Livingston History

"Livingston's story… includes eras of Boosterism, the comings and goings of nation's notables and the peaks and valleys of local economies. The most enduring feature of the town, however, is its place on the Big Bend of the Yellowstone River and the outdoor ethic which has historically sustained it." – John Brekke

First settled in 1863 near Mayor's Landing as Clark City, the history of Livingston, as we know it today, truly begins in 1882 when the Northern Pacific Railroad reached the community. The newly founded town, based on mining and agriculture, grew quickly. By the end of 1882, there were six general stores, two drug stores, two hotels, a hardware store, two restaurants, two watchmakers, three blacksmiths, two meat markets, and *thirty saloons*. In 1883, Northern Pacific opened their railroad shops in Livingston, further encouraging growth within the town. By 1884, the territorial town had grown to 2,000 people. As the transportation center of the area, Livingston became not only an early tourism hub, but also the hub of a growing agricultural, timber, gold and coal mining region.

Livingston continued to grow, reaching a population high of 8,229 in the 1960 Census. Coupled with the railroad since its very founding, the closure of the Burlington Northern shops in 1986, and the loss of over 700 jobs, further accelerated a change in Livingston's identity from what was once the center of the town both physically, economically, and socially. The population dipped to a low of 6,701 in the 1990 Census.

Beginning in the 1970's, an influx of movie making, artists, authors, and tourists began to expand, the community's identity. The population has rebounded and as of 2019 it is nearing the high of the 1960 Census. The current operator of the railroad, Montana Rail Link, has limited operations in the railroad shops, but in 2019 stated that 23 trains pass through the town every 24 hours.

The community's identity centers around outdoor recreation and the enjoyment of the natural beauty of the area, and supports a diverse economy which includes tourism, the arts, remote employment, and conservation. Livingston is now a socially and economically diverse gateway for seemingly endless possibilities to explore and experience one of the most unique natural environments in the World.

Growth Policy Overview

A. What is a Growth Policy?

A growth policy serves as a comprehensive plan to guide decisions about land use and development, as well as other public investments. Growth policies are one of the most direct methods to promote growth management at the local level. They are implemented by city or county planning organizations through regulatory tools such as design standards and financing tools.

"Growth" can be defined in a number of ways – spatial growth, economic growth, population growth, and more. An ideal form of growth for one community may not be suitable for another. The City of Livingston's unique characteristics, including its vibrant community, abundant natural features, and rich history all helped pave the path for the City's vision for growth. The following chapters will provide background on how the community sees growth occurring in their community, and recommendations for how to successfully manage that vision.

The adjacent 2-mile-wide area surrounding the City limits – the Extra-Territorial Jurisdiction (ETJ) – is also addressed in several chapters of the Growth Policy as well as in the Extra-Territorial Jurisdiction Plan (**Appendix A**). The Growth Policy, in conjunction with the supplemental ETJ Report, are intended to assist in the effective coordination between local, county, and state governments to plan for the infrastructure and services necessary to support any new growth in the ETJ.

Exhibit 1.1 (**p.5**) illustrates the nearly six square miles that make up the City of Livingston and indicates the Study Area for this Growth Policy Update. The additional area comprised of a 2-mile buffer surrounding the City is also considered as an adjacent study and documented in **Appendix A: Extra-Territorial Jurisdiction Plan**.

This Growth Policy has been prepared in accordance with the requirements in Montana Code Annotated (MCA) 76-1-601 through 76-1-604.

B. Growth Policy Update Process

The City of Livingston has updated their Growth Policy regularly over the last 16 years, starting in 2004. The Policy was most recently updated in 2017 to provide a document that the City could rely upon as it reviewed land use and development decisions. The most recent Growth Policy Update also recognized that the 2017 Update "should be replaced with a more comprehensive and modern document as soon as it becomes financially feasible". As such, the City of Livingston selected Burton Planning Services, in coordination with Applied Communications, to provide an update to the Growth Policy again in 2020.

Planning Process & Schedule

The planning process for the Growth Policy Update began in October 2019 (**Figure 1.1**), at which point the Planning Team began collecting and analyzing information pertinent to all facets of the Growth Policy including population and community character, land use, natural resources, housing, economy, local services, transportation, public facilities, intergovernmental coordination, and other policies and regulations.

In Spring 2020, the City of Livingston – like much of the United States – was impacted by the novel coronavirus (COVID-19). One of the many challenges introduced by COVID-19 was the closure of City offices, restrictions on the number of people who can gather at one time, and other social distancing protocols enforced by both the State of Montana and the City of Livingston. While much of the planning process and schedule remained the same, it is important to note that COVID-19 may have significant impacts on growth for communities across the country, including Livingston. The true extent of impacts of COVID-19 still remain to be seen.

Figure 1.1: Planning Process & Schedule



Public Participation

Public participation was integral for the development of the Growth Policy Update. The public informed the development of the overarching vision of the Policy, as well as the formation of goals, objectives, and strategies for implementing their vision. As such, public participation occurred throughout the planning process.

On November 4, 2019, Stakeholder Listening Sessions were facilitated with community members representing non-profit and local government entities, and businesses to provide an overview of the Growth Policy Update and hear their opinions on strengths, weaknesses, opportunities, and threats in Livingston.

On November 5, 2019, the City Commission was presented with an introduction to the Project Team and Growth Policy Update process, and a questions-and-answers session followed.

The first Community Meeting was held on January 28, 2020 (**Figure 1.2**). At this meeting, Livingston residents were presented with an overview of the Growth Policy Update, and participated in a discussion on successes, challenges, and strategies for growth in Livingston. 53 community members attended this meeting. The first community meeting was followed by a "Lunch and Learn" with members of the Consultant Team and the City's boards and committees.

Figure 1.2: Community Meeting 1 on January 28, 2020





The second Community Meeting took place on June 16, 2020. Due to COVID-19, this meeting took place with social distancing concepts in mind. Attendees were provided a status update on the Policy and then progressed through a series of interactive display stations that portrayed different development scenarios in the City and ETJ. A duplicative virtual meeting was held on July 1, 2020, following the same agenda and with the same presentation materials. Participants of both meetings were asked to provide their opinions on identified future growth areas via an online form.

Beyond these events, a project website and online SurveyMonkey surveys were integral to gathering public feedback. The project website (www.burtonplanning.com/LivingstonGrowthPolicy) hosted the latest project news and updates, along with latest versions of the Draft Policy document, links to surveys, meeting dates and times, an email updates sign-up form, and a general comment form for public thoughts and ideas. Media releases, email and social media communications were used to circulate information, as well.

See **Appendix B: Public Participation** for more details on these engagement activities.

C. Sense of Community

Throughout the Growth Policy Update process, the community's opinions of the assets and challenges of Livingston were evident. The recommendations that follow in the coming chapters are focused on enhancing the assets and mitigating the challenges.

Community Assets	Community Challenges
Sense of Community	Housing Affordability
History	Job Availability
Yellowstone River	Population Growth
Wildlife	Mental Health & Social Services

In addition to identifying the assets of and challenges to the community, the public input process revealed several overarching themes that the citizens of Livingston were most passionate about. These themes can be found throughout the document in a variety of Goals, Objectives, and Strategies, but are summarized here to capture the broad policy themes that should reflected in future City actions:

- Infill development and redevelopment of properties inside the city limits should be the primary objective of future policies. A significant effort should be made to maintain or shrink the number of acres encompassed inside the city limits.

- Housing is an immediate need in the community and actions to identify the gaps and create policies to spur new, appropriate, housing development is paramount.
- The preferred area for commercial development is the downtown district. While this is important, it also needs to be balanced with mixed use potential in local neighborhoods to allow for important services to be within walking distance or residents.
- Our natural habitats are critically important to the community with the Yellowstone River as the crown jewel of our natural resources.

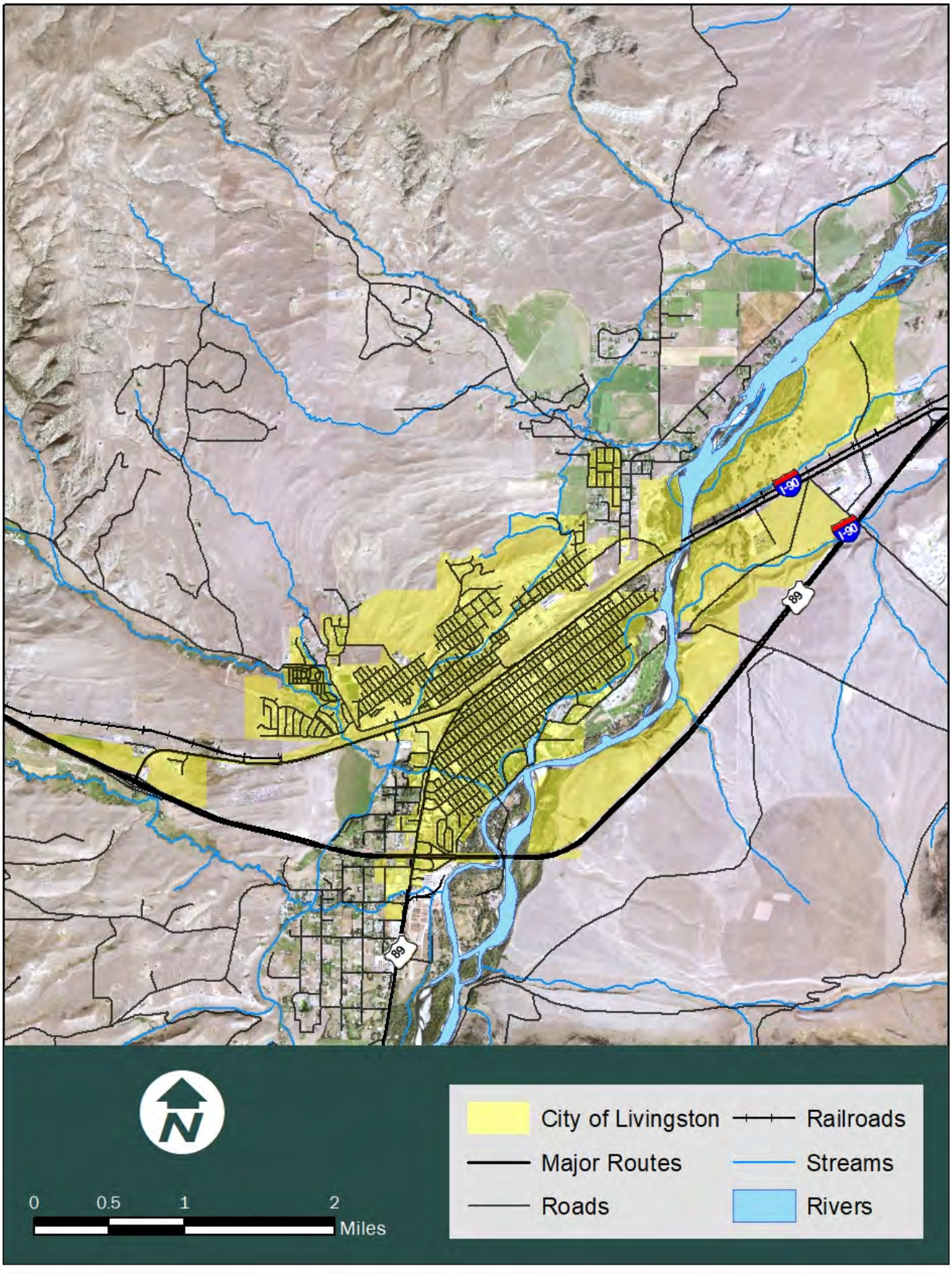
D. How to Use This Document

The enclosed Growth Policy assesses current conditions and makes recommendations for how to manage future growth based on feedback received from the public, as well as key stakeholders and City of Livingston staff. The report considers a wide range of topics including population & community character, land use, natural resources, housing, economy, local services, transportation, and public facilities. Each topic contains an introduction to that topic, a profile summarizing existing conditions, and a set of goals, objectives, and strategies for growth and development related to that subject.

As the City of Livingston moves forward as a community, this Growth Policy can be used by decision makers and advisors as insight into public values and priorities. The contents of this Growth Policy are not meant to be regulatory; instead, they are designed to guide decisions related to future land use in coordination with each of the subjects mentioned above.

The information in this document comes from a wide variety of sources including previously completed plans and reports, and adopted policies (see **Appendix B: Public Participation** and **Appendix C: References**). The information represents what was available during the Growth Policy Update process, and reflects a snapshot in time.

Exhibit 1.1: Livingston Growth Policy Update Study Area



2 | Population & Community Character

Introduction

Without the people and the character which they have built throughout the community, there would be no Livingston as it is known. Understanding the makeup of Livingston's population now and as anticipated in the future is a first step to dissecting the community's needs. Preserving Livingston's character – the history, culture, and feel of the community -- is a priority that is strongly entwined in the fabric of the people who live in Livingston and care about how its growth is managed.

The following profile describes the community's demographics and opinions about what defines the community's character. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on the population of the Extra-Territorial Jurisdiction (ETJ) can be found in **Appendix A: Extra-Territorial Jurisdiction Plan**.

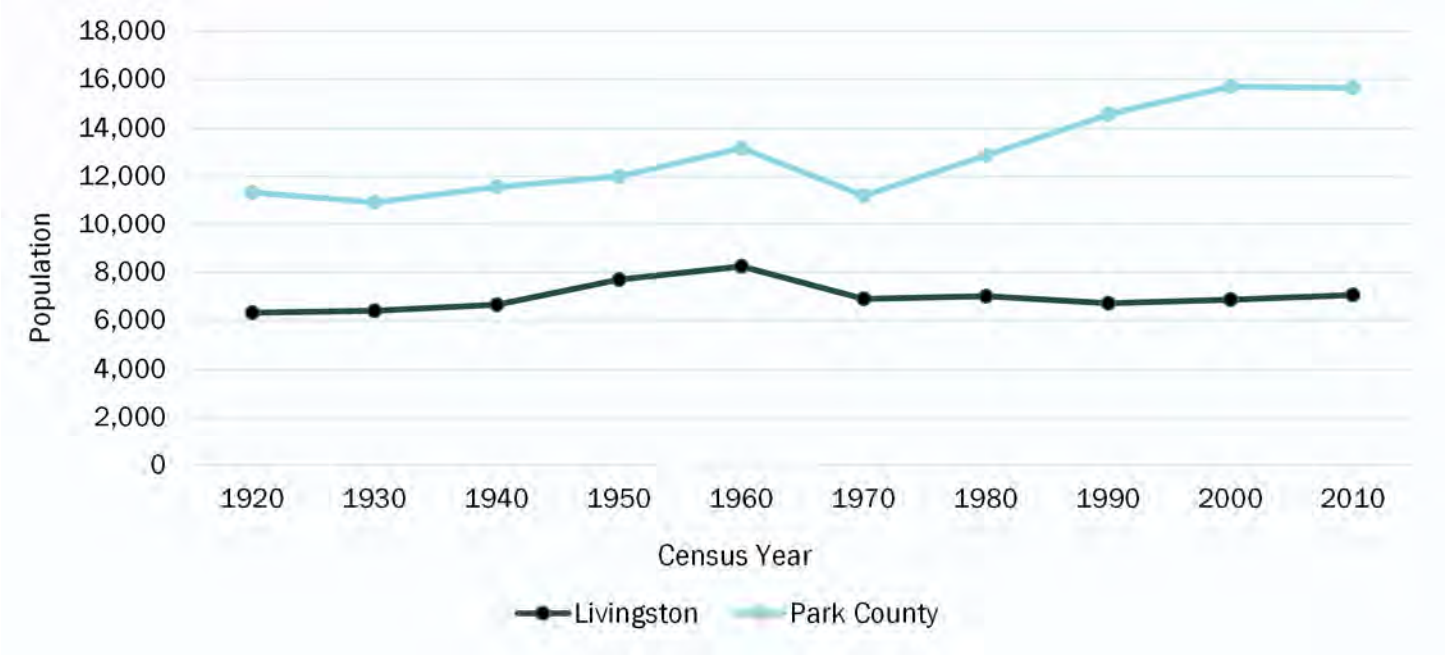
Profile

A. Growth Trends

The City of Livingston's population has remained stable over the last several decades. In 1970, the population of the City was documented as 6,883, while the U.S. Census from 2010 recorded the population to be 7,044 (2020 Census figures were not available at the time of review). This recorded change of 161 individuals between 1970 and 2010 account for a 2.3 percent change in population over the course of those 40 years. In comparison, Park County saw a 39.6 percent increase in population during those same years, with the population of the County rising from 11,197 to 15,636 between 1970 and 2010 (**Figure 2.1**).

In the last several years, however, the U.S. Census American Community Survey estimates that the population of Livingston has increased at a greater rate than the previous 40 years. As such, the U.S. Census estimates that the population of Livingston increased from 7,044 in 2010 to 7,801 in 2019, accounting for a 10.7 percent population increase. In those same eight years, Park County experienced an estimated 7.0 percent increase in population (Source: U.S. Census Bureau).

Figure 2.1: Livingston City and Park County Population



Source: U.S. Census Bureau

Population projections reflect the 20-year timeframe of the Growth Policy through the year 2040. Historic growth rates over the past 20 years indicate that Livingston experienced an annual growth rate of 0.5 percent. As demonstrated in **Table 2.1**, projections derived from the Montana Department of Commerce projections for Park County are similar to the historic growth projections of the last 20 years.

According to estimates from the U.S. Census Bureau's American Community Survey, however, the annual increase in population from 2015 to 2019 ranged from 0.82 percent to 3.39 percent. This indicates that the annual growth rate may be departing from its historic growth. The growth rate can fluctuate greatly from year to year depending on annexations and economic trends. A decrease in home sales due to an economic downturn would likely slow population growth. Increased incidences of telecommuting and interest in living in a community like Livingston would likely speed up population growth. These changes in the population could be the result of a pandemic such as COVID-19 or another unexpected event.

Table 2.1 shows a range of growth rates for the City of Livingston. It is likely the actual growth rate for Livingston will fall somewhere in this range. The low estimate in the second column is derived from the Montana Department of Commerce projections found in the first column. The first row (2019) shows the latest population estimates - the value that is as close to the actual population number as possible. In 2019, Livingston was estimated to have a population of 7,801 and Park County 16,606. This indicates that Livingston comprised 47 percent of the population of Park County in 2019. The third column titled Livingston (Growth Rate Derived from County Projections) assumes that the City's population will continue to comprise 47 percent of the County's population into the future; projected population is then calculated multiplying Park County's projected population generated by the Montana Department of Commerce by 47 percent (0.47). This results in an annual growth rate of approximately 0.7 percent which is close to the 20-year historical rate of 0.5 percent. The following two columns titled Livingston Annual Growth Rate of 1.0% and 2.0% are calculated by taking the current American Community Survey population estimate (v2019) and applying the annual growth rate listed in the title of the column to the current population estimate of 7,801. The high estimate of 2 percent annual growth is based on the short-term growth rate of the last three years (2017-2019), which is 1.92 percent. The mid-range estimate of 1 percent annual growth is based on the historic growth rate over the last decade which is 1.07 percent. Representing growth rates based on short, medium, and long-term historical trends provides a range of projected populations to use in the planning process. Any specific strategy should be able to be successful across the full range of projected populations.

Table 2.1: Population Projections in the City of Livingston and Park County

Year	Park County	Livingston (Growth Rate Derived from County Projections)	Livingston Annual Growth Rate of 1.0%	Livingston Annual Growth Rate of 2.0%
2019	16,606	7,801	7,801	7,801
2025	17,857	8,393	8,281	8,785
2030	18,543	8,715	8,703	9,699
2035	18,955	8,909	9,147	10,709
2040	19,111	8,982	9,613	11,823

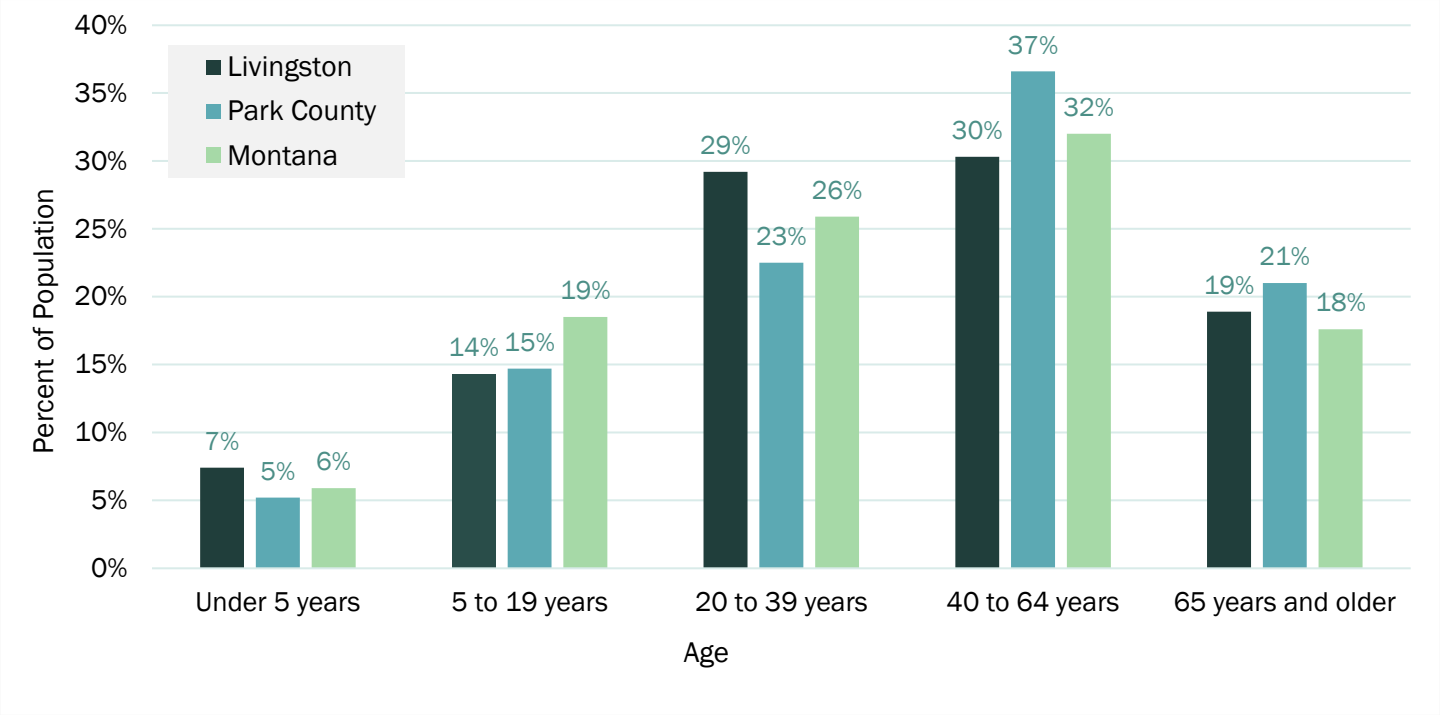
Source: Montana Department of Commerce and Burton Planning Services

B. Aging Trends

The City of Livingston has a younger population relative to both Park County and the State of Montana. The median age in Livingston is 38.8 years, while Park County and the State have median ages of 46.2 and 39.8, respectively. Additionally, **Figure 2.2** compares the breakdown by age of residents in the City of Livingston, Park County, and the State of Montana. As the figure shows, the greatest percent (30 percent) of Livingston's population is 40 to 65 years old; however, a nearly equal percentage of residents (29 percent) are 20 to 39 years old. Altogether, over half of Livingston's population is between the 20 and 64 years of age. Additionally, approximately one in five residents of Livingston are 65 years of age or older (Source: U.S. Census Bureau).

Child and old-age dependency ratios can also be used to better understand the proportion of young children and older adults, who are generally not in the working force, relative to the population that typically makes up the labor force. As such, these ratios provide a method of measuring the pressure on the productive population by children and older populations. The child dependency ratio is the ratio of the population under 18 years of age to the population ages 18-64, while the old-age dependency ratio is derived by dividing the population over 65 years of age by the 18-to-64 population. These numbers are then expressed as percentages. A low dependency ratio signifies that there are sufficient people working to support the dependent population.

Figure 2.2: Age Trends in Livingston City, Park County, and State of Montana



Source: U.S. Census Bureau

Livingston has a child dependency ratio of 34.7 percent, while Park County and Montana have child dependency ratios of 30.8 and 36.1 percent, respectively. Additionally, Livingston has an old-age dependency ratio of 31.1 percent, while Park County and Montana have old-age dependency ratios of 34.8 percent and 29.2 percent, respectively. These ratios indicate that, at this point in time, Livingston's working population, as well as the County's and State's, experiences more pressure from children than aging adults. These numbers also indicate that Livingston's older population puts less pressure on the labor force when compared to Park County, but more pressure when compared to the State (Source: U.S. Census Bureau, 2018 5-Year ACS).

More information regarding existing conditions of the work force in Livingston can be found in the Economy section.

C. Disability

Of the 7,478 individuals residing in the City of Livingston, 12.3 percent have a disability, as recorded by the U.S. Census. This is comparable to the state average. In the table below (**Table 2.2**), the percent of Livingston's population is recorded, along with associated disabilities. It is important to note that the total is not representative of a sum of all disability types, as individuals can potentially have multiple disabilities listed below (Source: U.S. Census Bureau, 2018 5-Year ACS).

Table 2.2: Disability Types in Livingston

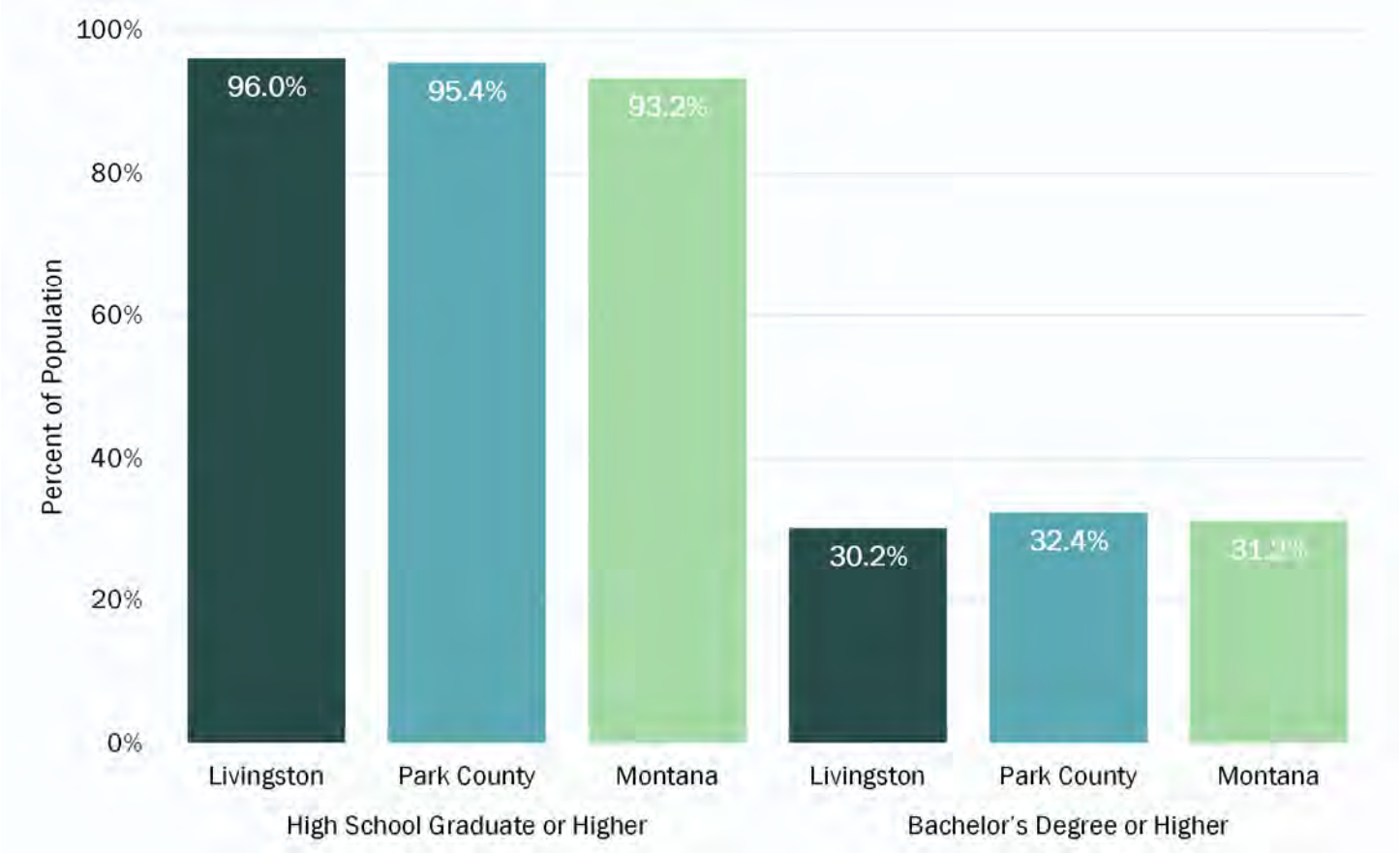
Disability Type	Percent of Population with Disability
Total Population with Disability	12.30%
Hearing Difficulty	5.30%
Vision Difficulty	1.30%
Cognitive Difficulty	3.80%
Ambulatory Difficulty	5.50%
Self-Care Difficulty	2.20%
Independent Living Difficulty	5.70%

Source: U.S. Census Bureau

D. Educational Attainment

Figure 2.3, below, displays the percent of the population that has attained a high school degree or higher, as well as the percent that has attained a bachelor's degree or higher. The City of Livingston has a higher percentage of high school graduates (96 percent) than both Park County (95.4 percent) and the State of Montana (93.2 percent). Alternatively, the City has a lower percentage of residents with a bachelor's degree or higher (30.2 percent) compared to Park County (32.4 percent) and the State (31.2 percent).

Figure 2.3: Education Level Attained in Livingston City, Park County, and State of Montana



Source: U.S. Census Bureau

E. In-Out Migration

While there is not currently data available to observe the migration of people into and out of the City of Livingston, the 2017 5-Year American Community Survey provides data on migration trends into and out of Park County, Montana. Accordingly, the County experienced an influx of 616 people between 2013 and 2017 and an outflux of 897 people. As a result, the County experienced a total net loss of 315 individuals between 2013 and 2017 (Source: U.S. Census Bureau, 2017 5-Year ACS).

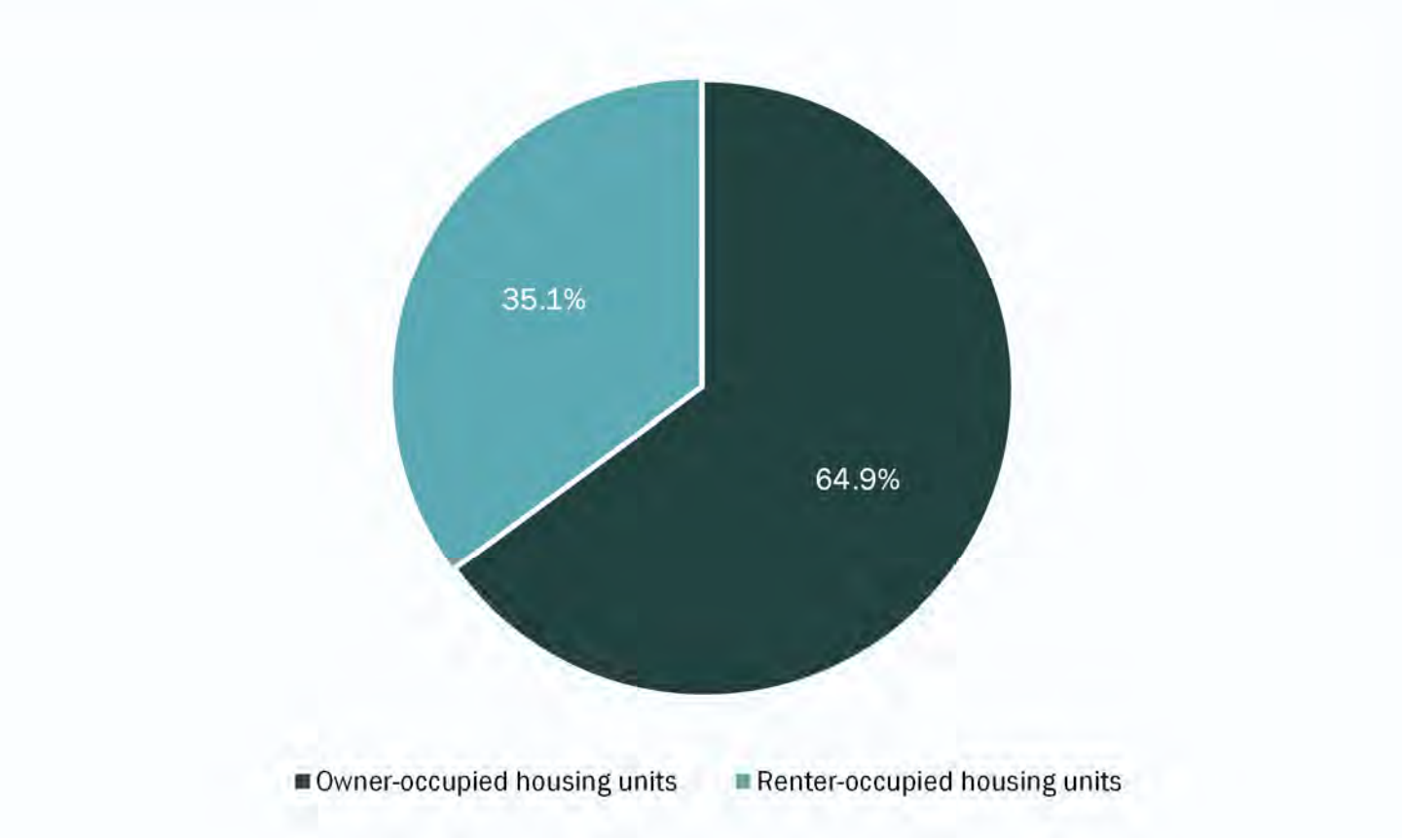
F. Family Household Characteristics

There are 3,621 households in the City of Livingston, with an average of 2.03 persons per household. Of these households, nearly half (49.85 percent) are family households, while the remaining 50.15 percent are non-family households. The average family size is 2.69 people and the average non-family household size is 1.27 people (Source: U.S. Census Bureau, 2018 5-Year ACS).

Over one in four households have one or more people under 18 years of age. Of these households, 40.3 percent have children only under six years of age, 13.3 percent have children under six years of age, as well as children six to 17 years old, and 46.4 percent have children only six to 17 years old.

Figure 2.4, below, shows housing tenure in the City of Livingston. Approximately two-thirds (64.9 percent) of all households are owner-occupied and one-third (35.1 percent) are renter-occupied.

Figure 2.4: Housing Tenure in the City of Livingston



Source: U.S. Census Bureau

G. Community Character

Throughout the Growth Policy Update process, the community expressed the desire to preserve Livingston's character. **Figure 2.5** displays the most frequently used words to define the term "community character" as collected via an online survey. The larger the font of a word, the more often it was used to define term. Livingston's residents and stakeholders understand "community character" to capture the area's unique history, culture, and feel.

The word cloud (**Figure 2.5**) has been generated from a survey on community character that was performed as a follow-up to the Community Survey and Community Meeting, after a common theme found throughout public input was the desire to preserve Livingston's character. The survey asked respondents how they defined community character and what Livingston features they felt contributed to the City's character.

Through the community's definition of community character, three overarching themes rose to the top, a friendly, laid-back welcoming atmosphere, our surrounding natural environment, and the look and feel of our downtown. These themes were further emphasized in the survey asking what features of Livingston were most important to people, with a whopping 89 percent of people stating that the natural beauty of the area was very important to their definition of community character. Related to this 77 percent of respondents felt that outdoor recreation was very important and 73 percent responded that the surrounding rural/open landscape, as well as, trees and landscaping was very important. Closely following the beauty of the area was a friendly and welcoming community, as 80 percent of respondents found that it was very important. Finally, between 60 and 70 percent of respondents stated that unique businesses, the charming downtown, and the small-town atmosphere were very important to their definition of community character. The Growth Policy reflects and translates these definitions of community character into land use recommendations, with the understanding that the community desires to maintain this character as the City grows and changes through time.

Figure 2.5: How Livingston Residents Define "Community Character"



Goals, Objectives & Strategies for Growth

Goal 2.1: Preserve and enhance Livingston's unique community character.

Objective 2.1.1: Establish community gateways to indicate entrance into Livingston and celebrate its character.

Strategy 2.1.1.1: Identify key roadway and non-motorized entry points – or Gateways -- into Livingston.

Strategy 2.1.1.2: Review, update, and enforce the policies, procedures, and building design guidelines in Livingston's gateways.

Strategy 2.1.1.3: Explore adopting design overlay zones in gateways.

Strategy 2.1.1.4: Develop effective wayfinding signage for locals and tourists to easily find destinations, trails and parks, and parking within and nearby gateways.

Objective 2.1.2: Develop and enforce policies and procedures to preserve Livingston's historic quality.

Strategy 2.1.2.1: Continue to meet the requirements for a State Historic Preservation Office Certified Local Government and work with the State Historic Preservation Office to expand the program. Identify funding sources and other programs for ongoing historic preservation activities in Livingston.

Strategy 2.1.2.2: Identify funding sources and other programs for ongoing historic preservation activities.

Strategy 2.1.2.3: Update codes to promote traditional neighborhood designs that are compatible with existing neighborhoods.

Strategy 2.1.2.4: Update codes to encourage following Livingston's historic block and alley development pattern.

Strategy 2.1.2.5: Update sign and landscaping codes for commercial areas.

Goal 2.2: Make Livingston an arts and cultural destination paying homage to the rich local history of the area, natural recreation, and our unique natural environment.

Objective 2.2.1: Support and enhance arts and cultural facilities, neighborhoods, and districts.

Strategy 2.2.1.1: Encourage and support regular or special programming at historic sites, museums and other culturally-significant places.

Strategy 2.2.1.2: Display public art around the City and at local businesses either temporarily or permanently.

Objective 2.2.2: Establish Livingston as a community recognized for its diverse recreational opportunities, and parks and trails system.

Strategy 2.2.2.1: Identify and pursue national designations and certifications that recognize Livingston's parks and trails system.

Strategy 2.2.2.2: Identify areas of existing parks and trails that highlight unique Livingston attributes.

Strategy 2.2.2.3: Incorporate art and cultural facilities throughout Livingston's parks and trails.

Objective 2.2.3: Support traditional neighborhood design and active transportation.

Strategy 2.2.3.1: Promote gridded street networks.

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

3 | Land Use

Introduction

The way land is utilized in Livingston – or planned to be utilized -- is connected to maintaining the community's character and managing growth in a way that is favorable to the population.

The following profile describes the current land use throughout the City and beyond (the Extra-Territorial Jurisdiction; see **Appendix A**). It also addresses unique areas of Livingston such as the entrances to the City ("gateways"), downtown, open space, and hazardous properties. A set of related goals, objectives, and strategies for growth are outlined thereafter. **Chapter 11: Land Use Recommendations**, provides further details on how to address future land use needs via updates to ordinances and regulations, and the Future Land Use Map.

Profile

A. Geography

Livingston is nestled in the Yellowstone River valley, surrounded mostly by mountainous terrain. Outside of the current City limits, the terrain rises quickly, increasing by 250-300 feet within a mile of the northern City limits (**Figure 3.1**).

Figure 3.1: Areas of North Livingston with Development Restraints



Source: Burton Planning Services

B. Existing Land Use Patterns

Existing Zoning

The City of Livingston has twelve (12) categories of land-use defined by zoning districts: Low Density Residential (R-I), Medium Density Residential (R-II), Medium Density Residential: Mobile Home (R-II [MH]), High Density Residential (R-III), Mobile Home Residential (RMO), Public (P), Industrial (I), Light Industrial (LI), Highway Commercial (HC), Neighborhood Commercial (NC), Central Business District (CBD), and Preservation Zoning District (PZD) (**Table 3.1**). The zoning districts are also shown on **Exhibit 3.1: Zoning Map**.

Table 3.1: Zoning Categories in Livingston

Zoning Category	Description
Low Density Residential (R-I)	A single-family residential district that requires a large plat area (at least 9,600 square feet). The east side of the Star Addition, the Glenn Division, and the Werner Addition are all R-I.
Medium Density Residential (R-II)	This is primarily a single-family residential district requiring plats larger than 3,500 square feet. However, duplexes and two-family dwellings may be accommodated on lots of 7,000 square feet or larger. R-II is the dominant land-use in Livingston and is found north and south of Park St.
Medium Density Residential, Mobile Home (R-II [MH])	This district has the same requirements as R-II and is still used primarily for single and two-family dwellings. Unlike R- II, however, this district allows for the placement of mobile homes. R-II (MH) is found primarily in the Minnesota Addition on the north end of town, and in the Riverside Addition in the east part of town.
High Density Residential (R-III)	R-III zones provide for multi-family developments such as apartment buildings and condominiums. There are R-III areas scattered throughout Livingston, but the majority are found in the northwest and southern parts of town.
Mobile Home Residential (RMO)	This is a district that allows only mobile homes and accessory buildings. At this time, there are three mobile home courts that are zoned RMO.
Public (P)	This is land reserved exclusively for public and semi-public uses. Public zones are set aside to provide for a variety of community facilities that serve the public health, safety, and general welfare. Places in Livingston used as (P) include the several parks, the cemetery, the City-County Complex, and the schools.
Industrial (I)	A district intended to accommodate a variety of businesses, warehousing, transportation terminals, and light and heavy industries. (I) areas in Livingston are concentrated around the Montana Rail Link Railroad and the Livingston Rebuild Center.
Light Industrial (LI)	Intended to accommodate a variety of light industry, including those defined as light manufacturing as well as business and professional offices.
Highway Commercial (HC)	Highway Commercial zones provide for commercial and service enterprises, which serve the needs of the tourist, traveler, recreationist, or the general traveling public. HC areas are usually located near Interstate interchanges, intersections of limited access highways, or adjacent to primary and secondary highways. In Livingston, this is along the southern end of Park Street, along US-10 and US-89, and near the I-90 interchange.
Neighborhood Commercial (NC)	Neighborhood Commercial zones provide for community retail service, office facilities, or convenience retail development. Most places zoned NC are individual businesses in residential areas.
Central Business District (CBD)	The CBD accommodates stores, hotels, government and cultural centers, professional offices, service establishments, and high-rise apartments. The emphasis in the CBD is on large scale, dense buildings.

Zoning Category	Description
Preservation Zoning District (PZD)	The Preservation Zoning District is designed to supplement land uses and development standards by recognizing the unique characteristics of existing structures which may be important to the community to preserve from either an historical or architectural design perspective or by recognizing the unique characteristics of a specific piece of property due to natural features, including topographic features, watercourses, woodlands, and wildlife habitats. It is the intent of this zone that allowed uses act as an inducement to preservation of the historic or architectural design of the buildings and/or natural features. Allowed uses shall not be construed as creating a benefit for the owner of the property to the detriment of other property owners surrounding the PZD, i.e., this is not to be construed as creating special legislation for the benefit of the Preservation Zoning District property owner(s), but rather a method for the preservation of historic or architectural designs and/or natural features important to the community.

Recent Annexations

In the past ten years, the City has annexed a significant amount of land (**See Exhibit 3.3: Recent Annexations and Extra-Jurisdictional Areas Facing Development Pressure Map**). These areas include the Yellowstone Preserve property and the Watson Ranch both east of the river, the Discovery Vista subdivision to the northwest, the Jesson property at the west interchange, and the JAT property on US-89 South near Billman Lane. Combined, these areas nearly double the area of the incorporated City limits. The 2017 Growth Policy included a Future Growth Map that identifies areas where development is likely to occur in both the City and ETJ. The City's planning and development efforts currently refer to the Future Growth Map.

Using the 2017 Future Growth Plan Map as starting point, a map was developed to depict Extra-Jurisdictional Areas Facing Development Pressure (**Exhibit 3.3)** to indicate the areas that are likely to see development pressure. These areas do not indicate that the City wishes to expand through annexation, nor does it "pre-approve" future growth areas for annexation. Likewise, areas not included on this map does not preclude an area from being annexed. Annexation concerns should be addressed in the City's Annexation Policy and should reflect the community's desires areas as to the location for growth.

C. Gateways

Situated at the junction of the National Pacific Rail Road's main line and the Yellowstone Park Branch Line, Livingston in 1883 became the Gateway City to America's First National Park. Livingston's close proximity to world-class fly fishing, breathtaking scenic horseback rides, adventurous hiking trails, and spectacular wild game hunting bestowed another nuance to this postcard term as the town also became known as the Gateway City of Recreation (Source: Livingston COC, 2020).

As part of its future land use planning efforts, the City has identified key gateway areas. The City created a Design Review Gateway Overlay Zone (see **Exhibit 3.2: Special Districts Map**) as part of the 2017 Growth Policy, but its implementation has been limitedThis overlay zoning would provide for some additional regulation over non-residential buildings in order to maintain aesthetically pleasing entrances into our community.

D. Downtown

The City of Livingston has been accepted into the Montana Main Street Program, providing a new resource to help the community plan for the future. The City, with the help of the Park County Environmental Council and Park County Community Foundation, identified the program as a potential funding source for projects downtown. The Montana Main Street program, which is run through the Montana Department of Commerce and affiliated with the national Main Street America Coordinating Program, awards grants that help towns with economic development, urban

revitalization, and historic preservation. The program already has 27 members, including similar-sized tourism-driven towns like Red Lodge.

The Livingston Business Improvement District (LBID) enhances the vitality of downtown Livingston by facilitating commerce, enhancing streetscapes, conducting maintenance, and improving security and safety. The LBID is governed by a seven-member Board of Trustees and receives its funding through an assessment of the property owners (ratepayers) in the district. The LBID is defined by Park Street to Geyser Street and from Third Street to the alley between B and C Streets. The District also includes properties just south of Geyser Street and properties to the west of Third Street between Park and Callender Streets. The unofficial count of commercial properties within the district is 131.

Downtown Livingston was recently featured on the Small Business Revolution series earning a top five spot in the fifth season. Small Business Revolution was designed to help small businesses, and in turn, small towns, reignite the spark that drives them and keeps people coming back.

An Urban Renewal district was formed in the early 2000s, focused on the original town site. This district stretches from Miles Park, to just north of the railyard on North Main Street, encompassing most of the downtown area. The district is approximately 143 acres in size. Park Street, Main Street, and the rail lines of the Montana Rail Link railroad are major transportation corridors that shape the district. A 2003 study noted inappropriate land uses/building types and deteriorating infrastructure leading to blight in the area.

The Downtown Historic District is recognized as an invaluable asset to the City, not only as the commercial and activity core of the community, but as a magnet for tourists and a source of pride for residents. For this reason, the City Commission passed the Historic District Overlay Zoning Ordinance in 1982, and created the Historic Preservation Commission (HPC) to carry out its intents and purposes.

The City of Livingston has four districts that are recognized by the National Register of Historic Places: (1) Westside Residential, (2) Eastside Residential, (3) B Street, and (4) Downtown (business). When requested, the HPC provides guidance to owners who are maintaining, upgrading, or restoring historic properties in Livingston.

The law requires that the HPC review and approve all changes to the exterior of buildings and signs within the Downtown Historic District.

See **Exhibit 3.2: Special Districts Map** for the boundaries of most of these areas.

Impervious Areas

Developed areas, by their very nature, are impervious areas. The highest concentration of impervious areas is in the downtown business district and the surrounding dense residential areas. Large commercial developments along Park Street (both east and south of the City core) also feature large swaths of impervious areas. The railyard is also considered an impervious area and may contain an additional hazard with possible ground pollution from the large mechanical operations occurring on site. Excessive rainfall events may carry chemicals offsite and into the surrounding watershed. See the Natural Resources (**p.28**) and Public Facilities sections (**p.70**) for more information on water quality.

E. Open Space

Parkland makes up the majority of the City's designated open space. Approximately 170 acres of the City is parkland (**Figure 3.2**). Additionally, public facilities such as the local schools provide significant amounts of recreation-oriented open space outside of school hours. The City of Livingston Subdivision Regulations require land donation, cash donation or combination of both. Depending on the size of the subdivided parcels, donation of land ranges from 2.5 to 11 percent of the total land area to be dedicated as open space.

City Park & Recreation opportunities are explained in more detail in the Transportation (**p.59**) and Public Facilities (**p.70**) sections.

Figure 3.2: Open Space in Livingston



Source: Burton Planning Services

The City of Livingston has a Night Sky Protection Act (Chapter 18 of the Code of Ordinances) to promote the public health, safety and welfare, the quality of life, and the ability to view the night sky. The Act establishes regulations for nighttime exterior lighting while maintaining adequate lighting for safety and security of City residents and visitors. The Act establishes standards for exterior lighting in order to accomplish the following:

- To protect against direct glare and excessive nighttime lighting;
- To provide safe public ways for motorists, pedestrians, and bicyclists;
- To prohibit skyward lighting and thereby reclaim the ability to view the night sky by promoting the reduction of light pollution that interferes with viewing the night sky;
- To prevent light trespass in the City;
- To promote efficient and cost-effective lighting;
- To ensure that adequate lighting exists where necessary to promote safety and security;
- To encourage lighting practices and systems which will minimize light pollution and glare; and
- To reduce energy waste.

Riparian corridors along the waterways that run through and adjacent to the City provide open space as well. Community members expressed their show strong concern for protection of natural areas such as these riparian corridors via the survey conducted as part of the 2020 Growth Policy Update process.

The City of Livingston is surrounded by substantial amounts of open space, and agricultural land and public lands comprise a majority of these open space areas. The City and the community share a desire to balance growth with preservation of these open spaces in order to protect the natural environment and important agricultural heritage.

F. Health Hazards

There are six known brownfields in the City of Livingston and adjacent areas. A brownfield is a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. It is estimated that there are more than 450,000 brownfields in the United

States. Cleaning up and reinvesting in these properties increases local tax bases, facilitates job growth, utilizes existing infrastructure, takes development pressures off of undeveloped, open land, and both improves and protects the environment (Source: U.S. EPA, 2020).

Brownfield Sites

- Livingston Memorial Hospital
- Holiday Station Store
- Payne Realty
- Teslow Grain Elevator (**Figure 3.3**)
- Mayors Landing
- Yellowstone Heritage Trail Association

There is also a Comprehensive Environmental Cleanup and Responsibility Act (CECRA) facility predominantly located in Livingston. The Burlington Northern Livingston Shop Complex includes an active rail yard operated by Montana Rail Link (MRL), and active locomotive and rail car repair and maintenance shops. Prior activities on the site contaminated soil and groundwater, leading to Montana Department of Environmental Equality (DEQ) legal proceedings and consequential contaminant cleanup. Initial proceedings against BNSF Railway Company occurred in 1988, and cleanup continues to occur in 2020.

Underground storage tanks are also present. There are 131 sites in the Livingston area. Leaks in underground storage tanks pose human and environmental health risks.

Figure 3.3: Teslow Grain Elevator



Source: Burton Planning Services

Exhibit 3.1: Zoning Districts Map

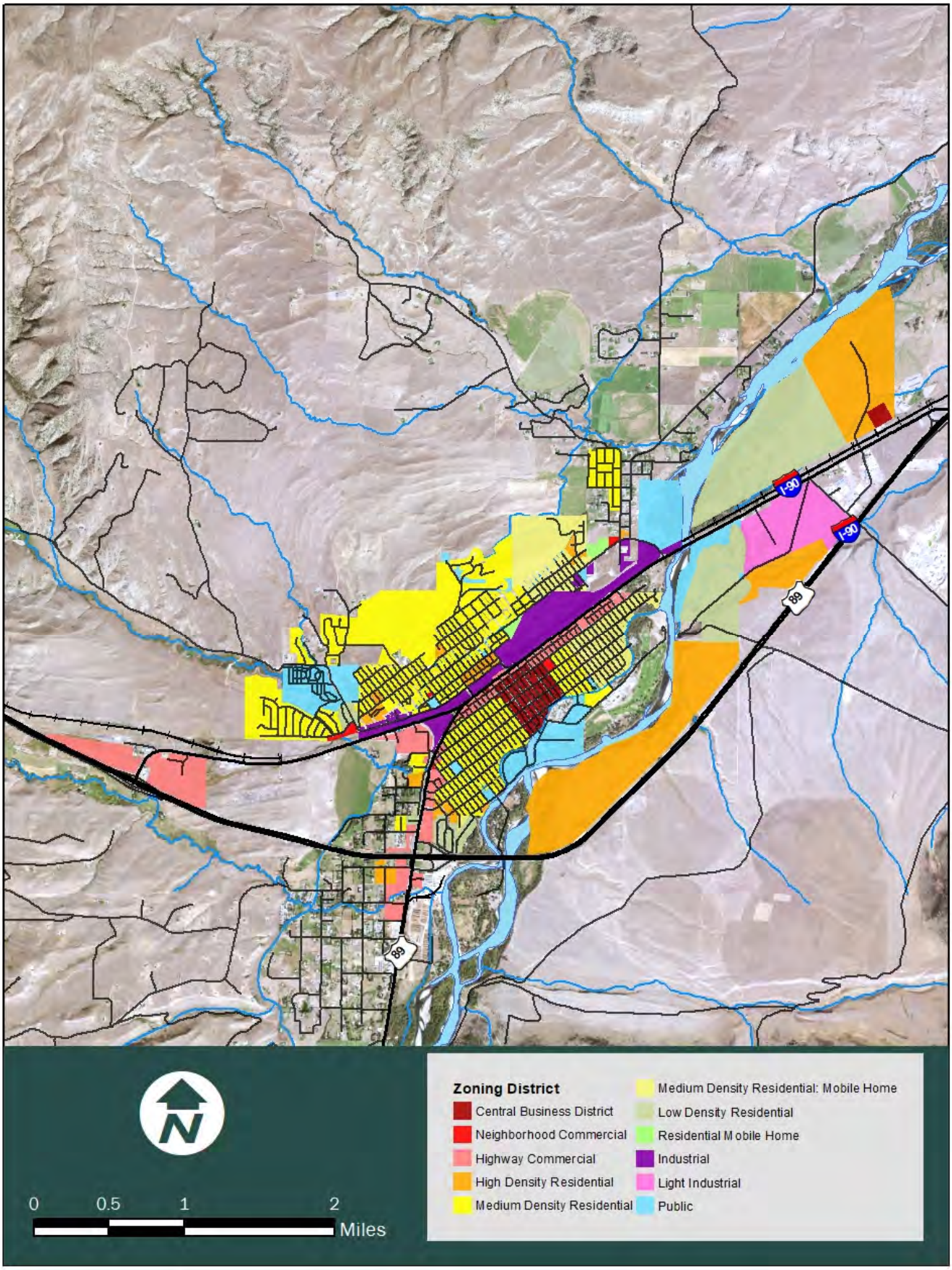


Exhibit 3.2: Special Districts Map

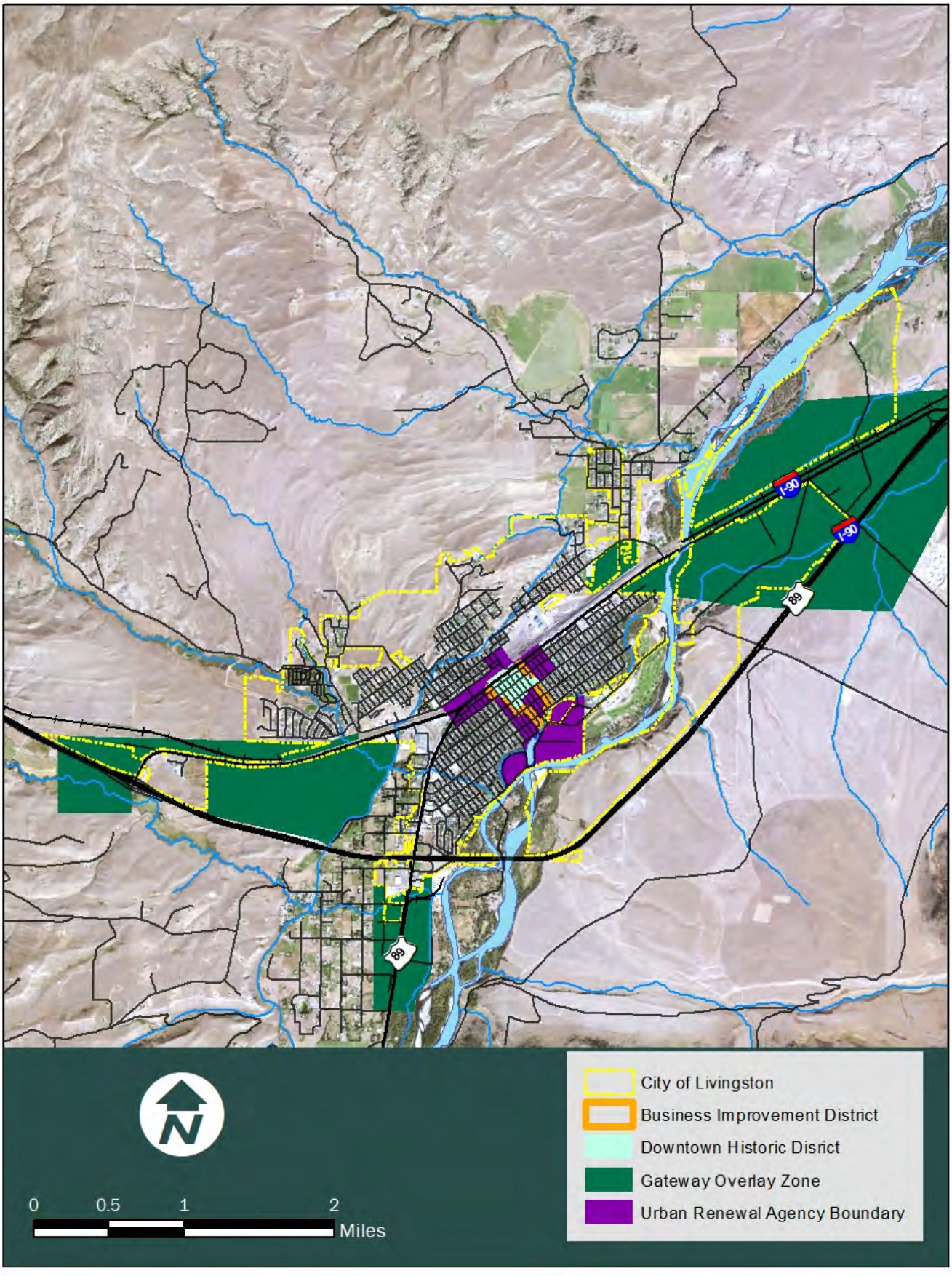
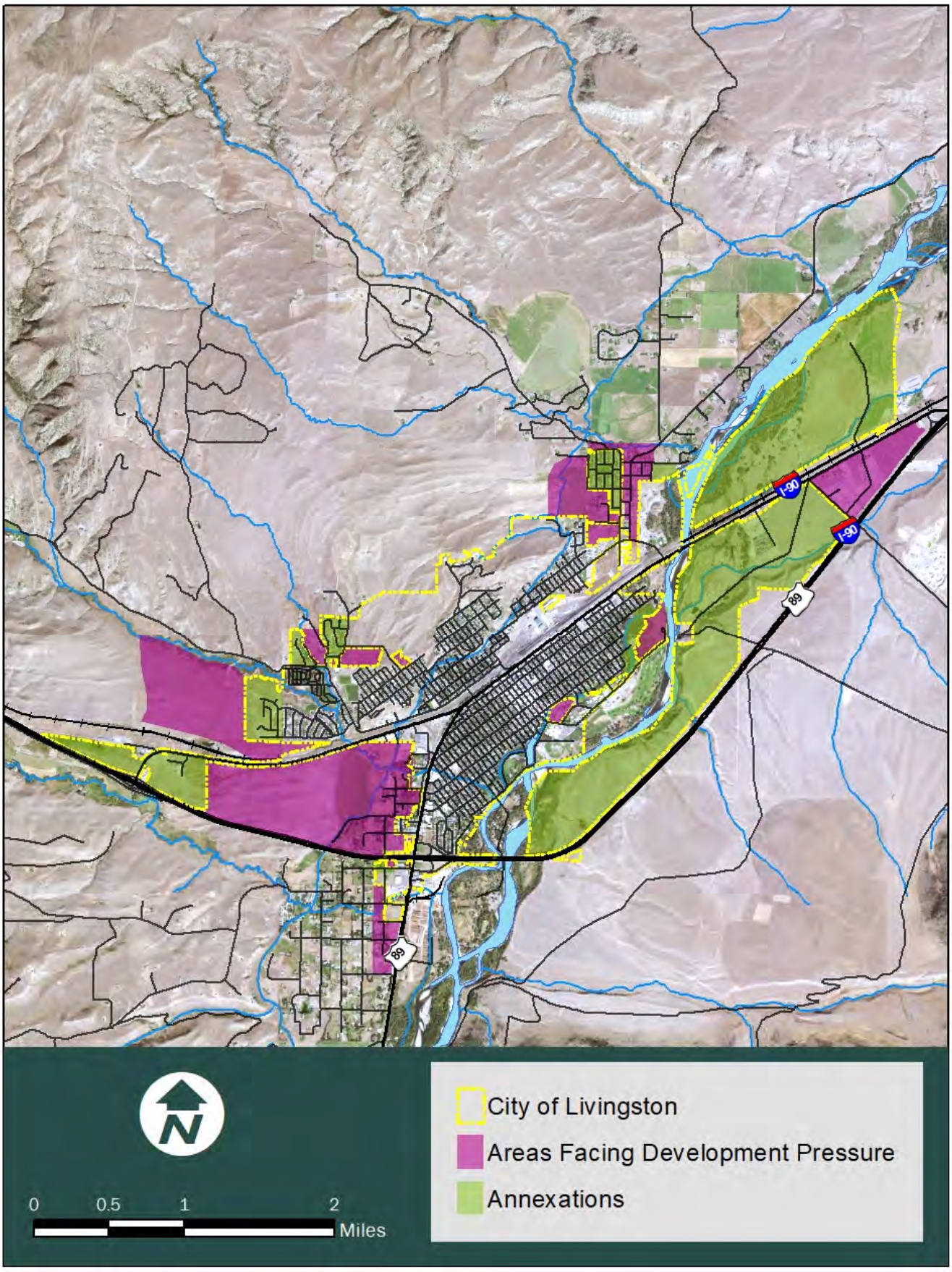


Exhibit 3.3: Recent Annexations and Extra-Jurisdictional Areas Facing Development Pressure Map



Goals, Objectives & Strategies for Growth

Goal 3.1: Prioritize infill over expansion by taking advantage of existing planned infrastructure, such as transportation, energy, water, and sewer facilities.

Objective 3.1.1: Encourage higher densities and a wider range of land uses that are compatible with adopted plans and where existing or planned short-range community facilities and infrastructure can support them.

Strategy 3.1.1.1: Encourage additional residential density within the downtown area of the City.

Strategy 3.1.1.2: Evaluate and amend the zoning ordinance to allow for higher densities and wider land uses in areas that can support such development.

Strategy 3.1.1.3: Work within the Urban Renewal District to encourage redevelopment of underutilized properties.

Strategy 3.1.1.4: Strategy 3.1.1.4: Promote any growth that maintains the compact, historic development patterns found in the historic city center.

Strategy 3.1.1.5: Strategy 3.1.1.5: Evaluate and amend the zoning and subdivision ordinances to prohibit the development of large lot subdivisions inconsistent with Livingston's historic development pattern within the City or Extra-Territorial Jurisdiction (ETJ).

Strategy 3.1.1.6: Strategy 3.1.1.6: Encourage residential developments to provide neighborhood commercial areas serving residents within walking distance.

Strategy 3.1.1.7: Strategy 3.1.1.7: Evaluate, amend, and strengthen the City's Annexation Policy to ensure the Goals and Objectives of the Growth Policy are considered during the annexation process.

Strategy 3.1.1.8: Reduce urban sprawl through compact development consistent with the Future Land Use Map of this Growth Policy.

Objective 3.1.2: Support economic, social, and environmental links between Livingston, the Extra-Territorial Jurisdiction (ETJ), and Park County by strengthening regional development planning.

Strategy 3.1.2.1: Establish a Park County/Livingston Environmental Commission to meet to discuss and support regional development planning as needed.

Strategy 3.1.2.2: Analyze undeveloped areas within City limits that are undesirable for development and consider de-annexation.

Strategy 3.1.2.3: Maintain existing agricultural uses within the ETJ.

Objective 3.1.3: Achieve higher levels of economic productivity through diversification, technological upgrades, and innovation, including a focus on high-value added and labor-intensive sectors.

Strategy 3.1.3.1: Coordinate incentives and/or marketing program with local partners to attract wealth-building commerce to designated manufacturing centers.

Strategy 3.1.3.2: Coordinate tourism-based job resources in conjunction with local partners.

Goal 3.2: Provide adequate land for anticipated demands in a pattern which encourages infill, compact development, and allows a mixture of uses.

Objective 3.2.1: Locate community facilities where they will best serve the needs of the community.

Strategy 3.2.1.1: Utilize the Future Land Use Map of this Growth Policy to determine the proper place for future community facilities.

Strategy 3.2.1.2: Partner with developers to include community facilities to serve new residential, commercial, and mixed-use developments.

Strategy 3.2.1.3: Ensure new community facilities are located outside of environmentally-sensitive areas and areas prone to natural hazards.

Objective 3.2.2: Properly revise the Zoning Ordinance to allow a mixture of differing but compatible land uses.

Strategy 3.2.2.1: Initiate a comprehensive review of the Zoning Ordinance and adopt changes based on the Growth Policy.

Goal 3.3: Conserve environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Objective 3.3.1: Identify areas that provide or connect habitat for significant plant or wildlife species or make a significant contribution to environmental quality, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Strategy 3.3.1.1: Coordinate with local environmental groups to create inventory of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Strategy 3.3.1.2: Create a map of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.

Strategy 3.3.1.3: Adopt a policy to ensure that the State Historic Preservation Office (SHPO) is involved in the subdivision process.

Objective 3.3.2: Provide incentives for property owners who choose to maintain or improve the quality of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, or acquire an appropriate public interest in the property.

Strategy 3.3.2.1: Create a program that provides a residential density bonus for developments that preserve or improve the quality of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, identified through the inventory and mapping process of Objective 3.3.1.

Goal 3.4: Encourage the responsible growth of Livingston by evaluating proposed developments against the ten principles of Smart Growth (listed on the next page).

Objective 3.4.1: Adopt Smart Growth Strategies as a policy and incorporate into the City's decision-making processes.

Strategy 3.4.1.1: Amend Zoning Ordinance and Subdivision Regulations to include Smart Growth Strategies as requirements for all development prior to approval.

Objective 3.4.2: Evaluate each new development after construction against the ten Smart Growth Strategies to ensure proper implementation and coordination.

Strategy 3.4.2.1: Create a review procedure and checklist that expressly evaluates adherence to the Smart Growth Strategies.

Strategy 3.4.2.2: Continually evaluate Smart Growth Strategies based on recurring issues that are common in each new development.

Objective 3.4.3: Ensure integration of land use and transportation.

Strategy 3.4.3.1: Carefully evaluate transportation impacts of greenfield development as part of the development review process.

Strategy 3.4.3.2: Encourage development near transit routes and active transportation infrastructure to promote development that produces minimal strain on the environment and existing transportation infrastructure.

10 PRINCIPLES OF SMART GROWTH

1. Mix Land Uses
2. Take Advantage of Compact Building Design
3. Create A Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with A Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, And Critical Environmental Areas
7. Strengthen and Direct Development Towards Existing Communities
8. Provide A Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, And Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions

(Source: smartgrowth.org)

Goal 3.5: Rehabilitate brownfields for new development.

Objective 3.5.1: Spur redevelopment upon lands known or presumed to contain contamination.

Strategy 3.5.1.1: Create performance standards and allow for adaptable buildings in Mixed Use-designated areas of the Future Land Use Map of this Growth Policy.

Objective 3.5.2: Implement training programs to raise skill levels and awareness of opportunity to promote redevelopment of brownfields.

Strategy 3.5.2.1: Work with Montana Department of Environmental Quality (DEQ) to develop and enhance voluntary cleanup programs to increase number of voluntary cleanups and streamline the voluntary cleanup process.

Objective 3.5.3: Allow for "meantime" activities while promoting permanent uses. A meantime activity is a temporary use that can bring activity to a brownfield with little investment.

Strategy 3.5.3.1: Define acceptable "meantime activity" in the Zoning Ordinance.

Strategy 3.5.3.2: Allow for "meantime activity" in the Mixed Use, Neighborhood Commercial and Community Commercial designated areas of the Future Land Use Map of this Growth Policy.

Objective 3.5.4: Promote small-scale development to allow more people to participate in community revitalization while removing regulatory barriers that disproportionally burden small developers.

Strategy 3.5.4.1: Work with the Montana Main Street Program and the Livingston Business Improvement District (LBID) and other local partners to identify regulatory barriers.

Strategy 3.5.4.2: Adopt specific policies that reduce the burden to small developers.

4 | Natural Resources

Introduction

Similar to the people and community character of Livingston, the area's natural resources are another set of unique aspects of the City without which there would not be a Livingston as it is known. From the air to below the surface of the earth, the Livingston community prides itself with abundant and diverse flora, fauna, and nationally renowned water resources – namely the Yellowstone River and its tributaries. Air quality, water quality, and climate change concerns are also aplenty.

The following profile describes the community's demographics natural resources and associated threats. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on natural resources in the ETJ can be found in **Appendix A**.

Profile

A. Air Quality

The Montana Department of Environmental Quality (DEQ) is responsible for creating and managing State Implementation Plans under the Federal Clean Air Act, including programs, policies, and standards to ensure that the State meets the requirements of the Clean Air Act. Additionally, DEQ is responsible for setting standards for point-source air pollution and permitting of point-sources that are deemed to have the potential to generate emissions. Monitoring stations are located in towns that are likely to exceed standards and are based on population thresholds, oil and gas activity, or other industrial activities. While there are no DEQ monitoring stations in Livingston, the City has installed three PurpleAir monitoring stations within the City, with a fourth private system also in operation. Current air quality data is available to the public at https://www.purpleair.com/map?opt=1/mAQI/a10/cC0#11/45.6855/-110.5088.

For rural areas throughout the state, however, the most common air quality concern is from smoke. When smoke from wildfires adversely affect air quality, vulnerable populations are at higher risks for health problems such as respiratory and cardiovascular events. During the summer, wildfires throughout the west, can cause significant smoke impacts. During the winter, inversions can trap pollutants in valleys. Older, inefficient, wood burning stoves contribute to poor air quality in the winter. Montana DEQ actively monitors smoke and issues regular smoke updates on its website: deq.mt.gov/Air/SF.

Open burning is another source of smoke. Open Burning is allowed year-round in Park County with the exception of closures due to unsafe conditions. A Park County burn permit must always be obtained and activated before starting a burn. During specific times of the year, a permit and/or permission must also be obtained from the Montana Department of Environmental Quality (DEQ) before burning. The Park County Department of Emergency Services (DES) issues permits for open burning.

In addition to smoke, regional haze is a potential issue in Park County. The Federal Clean Air Act (CAA) created a program of visibility protection for national parks and wilderness areas across the United States, including Yellowstone National Park. Air quality permits are assessed for potential impacts on these "Mandatory Class I Federal Areas". Such impacts may include visible plumes, regional haze, and acid deposition. Coal dust from passing freight trains also has the potential to negatively impact air quality within the City.

B. Water

See the Water Resources Map (**Exhibit 4.1**) for a visual aid of the topics covered in this subsection.

Surface Water

The Livingston area is dominated by the Yellowstone River, the longest undammed river in the contiguous United States. The Yellowstone River originates in Wyoming, where it flows north through Yellowstone National Park and the

Paradise Valley until reaching Livingston, where it makes a sharp turn to the east. Streams and groundwater in the area generally flow from the northwest to the southeast toward the river.

Billman Creek and Fleshman Creek are the only two major tributaries to the Yellowstone in the planning area. Water quality is threatened as development occurs along the banks of these waterways. The Yellowstone is one of the premier blue-ribbon trout streams in the United States. Protection of this resource has been a top concern throughout the area.

Livingston is located within the Upper Yellowstone Watershed. The Shields Valley Watershed is to the north of the City. The water quality of Livingston is affected by development in both watersheds. The Park County Conservation District issues 310 permits under the Natural Streambed and Land Preservation Act. Issuance of the permits is administered by the Upper Yellowstone Watershed Group and the Shields Valley Watershed Group, respectively. The purpose of the law is to ensure that projects on perennial streams – streams with flowing water most of the year – are not affecting the integrity of the stream or neighbors upstream and downstream (Source: Park County Conservation District, 2020).

The Livingston Ditch is a recognizable and prominent local water feature within the City. The Ditch draws water from the Yellowstone River and provides irrigation for agricultural users to the south-west and north-east of the City. The operation and maintenance of the Ditch is the responsibility of the Livingston Ditch Water Users Association.

Figure 4.1: Natural Resources in Livingston, Montana



Source: Burton Planning Services

Floodplain/Floodway

The floodplain can be defined as the areas adjoining a stream that would be covered by floodwater. A floodway can be defined as the channel of a stream and the adjacent over bank areas that must be reserved in order to discharge a base flood without cumulatively increasing the water surface elevation more than one-half (1/2) foot.

The limits of the 100-year floodplain within the city-county planning area are shown on the FEMA Flood Insurance Rate Map (FIRM) Map (**Appendix F**) developed to determine flood elevations within the City limits. Local government monitors floodplain development pursuant to regulations adopted from Title 76, Chapter 5 MCA.

In 2011, new FIRM maps for the City were issued by FEMA. These new maps show that much of the southeast part of the City, which was formerly considered to be within the 100-year floodplain, is in fact not in that regulated zone. This has, in effect, lessened the burden on owners of existing homes and rendered some vacant properties buildable.

However, this does not negate the untamed nature of the river and the potential for flooding and channel migration that can affect the people of Livingston, development, and wildlife.

Current floodplain maps do not take into account climate change, which is expected to cause unforeseen climate-related weather events and increased likelihood of spring flooding. This suggests that current floodplain maps are the "low bar" for predicting flooding, and that preventing development in the floodplain as currently defined is a prudent step. Proactive assessment of potential flooding exacerbated by climate change could help prevent development in areas that may be incorporated into floodplain maps as conditions change.

Ground Water

The City is situated in the Yellowstone River Valley, and is underlain by unconsolidated alluvial silt, clay, sand, and gravel deposited by the river. The alluvial material is between 25 and 65 feet thick and represents the most economical and readily available source of groundwater for the area's water supply. All existing, and probably all future, municipal and private wells in the planning area will tap this shallow alluvial aquifer. Groundwater flow direction is generally toward the east through the central part of the town. The flow direction shifts slightly to the southeast in the western part of the planning area.

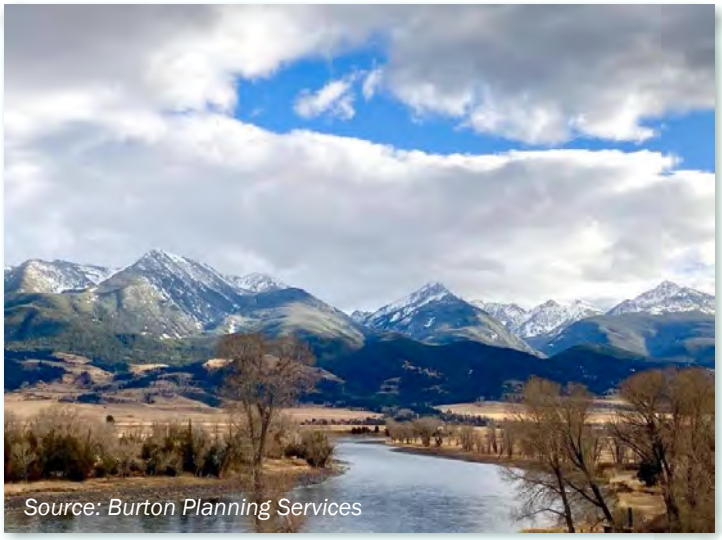
The alluvial aquifer has the potential to yield large quantities of groundwater (it is estimated that each 1,000 lineal feet of valley contains approximately 300 million gallons of water); many of its characteristics make it susceptible to ground water contamination. The aquifer is shallow – between two (2) and twenty-five (25) feet) – and relatively thin. Contaminants released on the ground surface are likely to reach the water table and affect a large percentage of the aquifer. It has been estimated that the groundwater flow under the planning area moves as much as twelve feet a day.

North of Livingston, the groundwater is limited and insufficient for irrigation purposes. There is, however, sufficient groundwater for private wells. Groundwater underlying part of the southeast side of Livingston is contaminated with low concentrations of chlorinated ethane compounds. The contamination is the result of past industrial operations at the Burlington-Northern rail yard facility. Improper disposal practices and leakage from old wastewater drainage lines have allowed solvents to leach through soils at the rail yard and into the groundwater. The eastward flow of groundwater resulted in the migration of a plume of contaminated water extending to the Yellowstone River. Water samples from the river have shown no detectable concentrations of these contaminants.

Another major contaminate is an area of subsurface soils residually saturated with diesel fuel. An estimated 300,000 to 500,000 gallons of diesel fuel was spilled at the site and is now floating on top of the water table beneath the railroad shops area. The plume is relatively stagnant but is a contributor to solvents in the groundwater.

Water Quality

Figure 4.2: Yellowstone River



Stormwater runoff and non-point source pollution are threats to local and downstream water quality. This type of pollution typically comes from “diffuse sources, such as grazing, timber harvest, abandoned mine lands, irrigation, recreation, and septic systems” (Source: Montana Department of Environmental Quality [DEQ], 2020). Additionally, surface and stormwater runoff from impervious surfaces and the stormwater system within the City can be sources of pollution. The Clean Water Act requires the development of Total Maximum Daily Loads (TMDLs) that will provide conditions that can support all identified uses of the waterway. A TMDL is a pollutant budget identifying the maximum amount of a particular pollutant that a water body can assimilate without causing applicable water quality standards to be exceeded. Section 303 of the Federal CWA and Section 75-5-703 of the Montana Water Quality Act (WQA) require development of TMDLs for impaired water bodies that do not meet Montana water quality standards.

Billman Creek and the Yellowstone River are impaired waters per the Clean Water Act. Billman Creek is listed as not fully supporting aquatic life and primary contact recreation due to probable sources such as channelization of the waterway, agriculture, and habitat modification. Probable related causes are algae, fish passage barriers, presence of nitrate and nitrite, and sedimentation. The Yellowstone River is listed as not fully supporting aquatic life due to loss of riparian habitat, site clearance and streambank modifications. Probable related causes are alteration in stream-side or littoral vegetative covers and physical substrate habitat alterations. Total Maximum Daily Load (TMDL) for the Shields Watershed was approved by EPA in 2009; the next monitoring of TMDL for the Yellowstone Watershed is scheduled for between 2020 and 2022 (Source: Montana DEQ, 2020).

Wetlands

Wetlands provide flood and erosion control, wildlife and fish habitat, and the enhancement of water quality. Wetlands are impacted by development through infill and/or pollution. See **Exhibit 4.1** for the location of wetlands in and around Livingston.

The Strategic Framework for Wetland and Riparian Area Conservation and Restoration in Montana 2013 – 2017 is a statewide direction for preserving and improving wetlands. Restoration, protection, and management of wetlands despite climate change and development are the main impetus for the effort (Source: State of Montana, 2013).

C. Wildlife / Conservation Lands

Despite development and the presence of people in Livingston, the fringes of the City are still home to the plentiful wildlife for which southwest Montana is renowned. Because of the presence of people and wildlife, conflicts exist, some of which pose danger to either party or are simply a nuisance.

Game animals are abundant around Livingston. White-tailed deer are common along river and creek bottoms, and Mule deer are easily found in the fields and slopes. Even elk and antelope can be found occasionally in areas adjacent to the City. Pheasant and various species of waterfowl are always a possibility in the wetlands.

Non-game animals are even more plentiful than game animals. Bear, moose, fox, raccoon, badgers, coyotes, rabbits, and many other species may be seen throughout the area. Numerous species of birds also call the area home at least part of the year, including raptors such as bald eagles, hawks, and owls.

The pools and riffles of the Yellowstone River are home to a large population of native Cutthroat trout. These fish are a species of special concern in Montana and are especially important to this area. The Yellowstone also contains populations of Rainbow trout, Brown trout, and Mountain Whitefish, making it one of the premier blue-ribbon trout streams in the nation (Source: Montana Fish, Wildlife & Parks, 2020).

Figure 4.3: Mountain Goat Statue in North Livingston



Source: Burton Planning Services

Finally, native pollinators, such as the two-form bumble bee, are found throughout Livingston, aiding in the continuing health of the local ecosystem.

Aquatic invasive species are of concern because they can reproduce quickly and spread rapidly due to lack of natural predators and competitors. They threaten native species, water quality, and the ecosystem. Waterways in and adjacent

to Livingston contain invertebrate and parasite and pathogen invasive species such as the New Zealand Mudsnail and Whirling Disease (Source: Montana Fish, Wildlife & Parks, 2020).

There are no conservation easements within the City of Livingston.

D. Climate

The City has a cool semi-arid climate. The mean annual temperature is 45.8 degrees Fahrenheit with a mean January temperature of 25.7 degrees Fahrenheit, and a mean July temperature of 66.3 degrees Fahrenheit. The area receives about 14 inches of precipitation annually with May and June averaging 2.5 inches. The region experiences high winds, especially in the winter months, and has a high evapotranspiration rate. The growing season ranges from 90 to 110 days.

The 2017 Montana Climate Assessment reports an expected increase in temperature of 4.5 – 6.0 degrees Fahrenheit across the state during the 21st century as well as a decrease in precipitation during the summer months. Wildfire is a potential outcome, bringing with it the risk and related effects to the wildlife and vegetation of the area, as well as compromised air quality. In addition to wildfire, there are impacts from drought such as less water available for residential, commercial, and agricultural use. Higher temperatures also affect energy consumption for air conditioning.

Climate change is also expected to increase the likelihood of spring flooding due to more rapid spring snowmelt and extreme precipitation events, with implications for how Livingston manages development in areas near the Yellowstone River and its tributaries.

E. Soils

The soils within the Livingston vicinity range from thin, high mountain soils, to deep alluvial soils along the Yellowstone River. Bordering the river valley are gently sloping high stream terraces and alluvial fans. Soils in the Livingston area are comprised of a Glendive-McCabe-Rivra complex with slopes less than two percent and occasional flooding. Soils in this complex are primarily used for rangeland, irrigated crops, and pasture (Source: USDA Natural Resources Conservation Service [NRCS], 2020).

Site specific uses such as subdivisions, dwellings, septic systems, etc., may require on-site inspection to determine the capability class of a particular soil. Detailed Soils information is available at the local Soil Conservation Service Office, US-89 South, Livingston, MT 59047.

Sand and gravel resources are generally, but not always, located along streams, rivers, or areas where certain kinds of geologic events have occurred. Sand and gravel are important construction materials which are intended to be utilized, particularly in areas where extraction and processing will not negatively impact nearby landowners and existing uses. The soil in Livingston mostly has poor potential as a source of gravel, and a fair potential as a source of sand (Source: USDA NRCS, 2020). As such, there are no open cut gravel permits within the City of Livingston (Source: Montana DEQ, 2020).

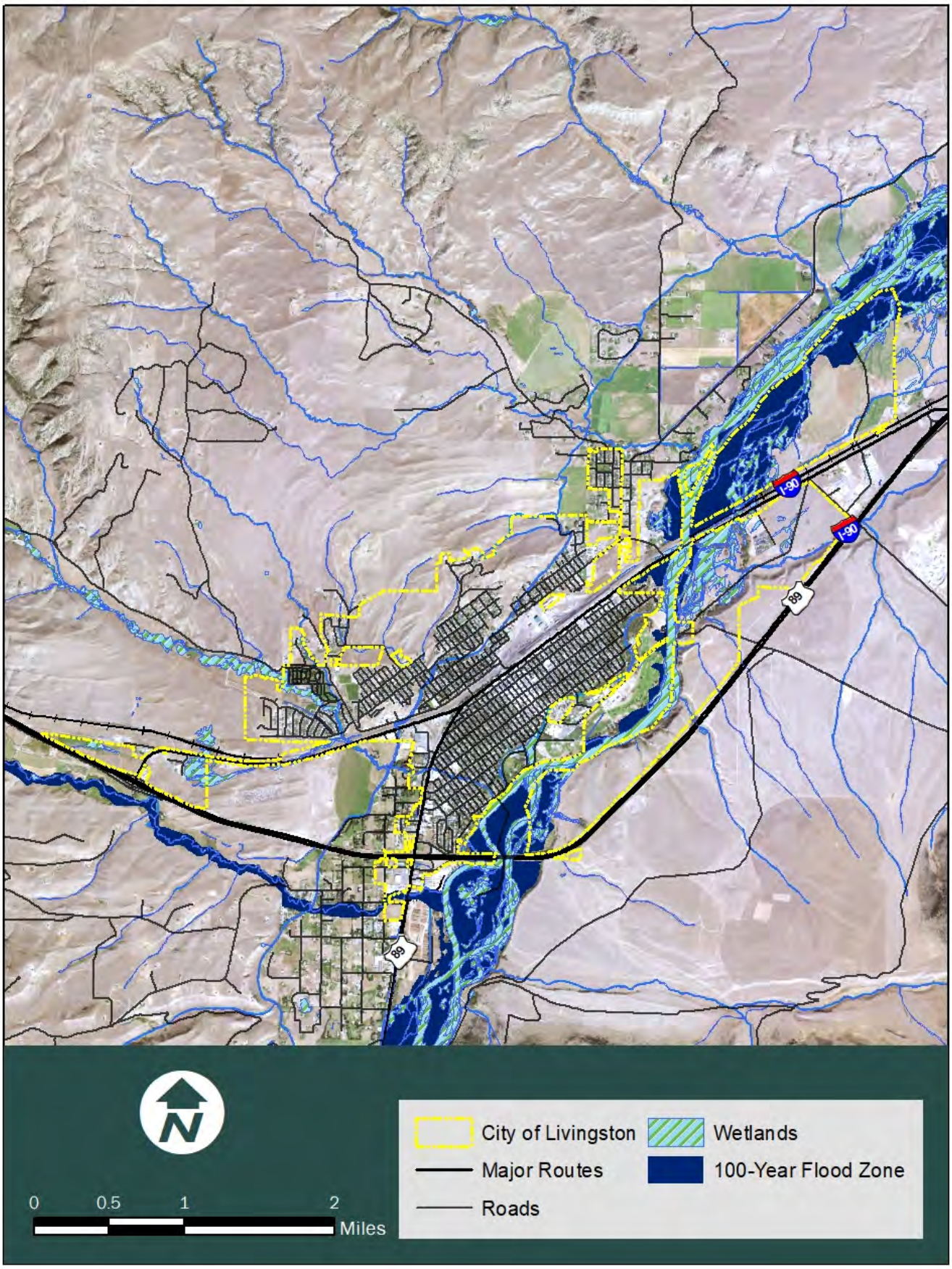
F. Vegetation

Trees provide habitat for wildlife and shade. The tree canopy improves air quality, reduces energy costs and stormwater runoff, and generally improves quality of life. The Montana Department of Natural Resources and Conservation's (DNRC) analyses show that the top five most common street and park tree species in Livingston are Ash, Blue Spruce, Norway Maple, Crabapple, and American Linden. Over 84 percent of Livingston's community forest is in good or fair condition, providing more than $644,150 in annual benefits (Source: Montana Department of Natural Resources & Conservation [DNRC], 2020). The Emerald Ash Borer is a serious threat to the health of the community's trees, and will require proactive planning and allocation of resources to combat.

Weeds, on the other hand, can be detrimental to native plant and animal species, and impact quality of life. There are 36 identified noxious weed species in Montana, and the Park County Weed District recognizes all of them including

species listed on the Federal Noxious Weed List. The Park County Weed District works throughout the County and with local jurisdictions to protect natural resources and ecosystems through educational outreach, progressive integrated pest management techniques, and cooperative partnerships. The Park County Cooperative Weed Management Area, a grassroots-driven organization, does similar work by fostering collaborations and partnerships (Source: Park County Conservation District, 2020).

Exhibit 4.1: Water Resources



Goals, Objectives & Strategies for Growth

Goal 4.1: Develop an integrated, comprehensive City-wide Climate Action Plan to prepare the economy and general population for the future. Refer to the Montana Climate Solutions Plan (August 2020).

Objective 4.1.1: Engage existing committees and local groups working on related efforts to guide and inform the planning process.

Strategy 4.1.1.1: Identify existing committees and local groups already doing this type of work.

Objective 4.1.2: Reduce impacts of climate change and associated seasonal weather patterns on Livingston's natural systems and promote responsible use of resources.

Strategy 4.1.2.1: Identify and preserve the most sensitive and valuable natural areas.

Strategy 4.1.2.2: Reduce the use of water for non-potable uses from all users.

Strategy 4.1.2.3: Promote Park County's efforts to measure and reduce the impacts of wildfire on wildlife, vegetation, air quality, and public health.

Strategy 4.1.2.4: Consider setting goals and establishing programs to increase tree cover as a way to reduce the heat island effect and mitigate high temperatures exacerbated by climate change.

Objective 4.1.3: Reduce dependency on fossil-fuel based resources to minimize severe impacts to the climate.

Strategy 4.1.3.1: Assess the city-wide greenhouse gas emissions footprint and consider setting footprint reduction goals.

Strategy 4.1.3.2: Promote the use of high efficiency and electric vehicles for public and private use.

Strategy 4.1.3.3: Reduce climate disruption through compact growth and increased transportation choices that reduce the need for driving.

Strategy 4.1.3.4: Develop a climate or energy plan in partnership with Park County.

Objective 4.1.4: Implement technologies and programming to improve energy efficiency, increase the use of renewable sources, and improve system reliability.

Strategy 4.1.4.1: Encourage energy conservation and renewable energy production at the State and local levels, as well as at the household levels.

Strategy 4.1.4.2: Ensure all City buildings utilize energy efficient systems, especially as energy drawing systems are upgraded or replaced.

Strategy 4.1.4.3: Promote climate action in the community through advocacy, education, and capacity-building programs.

Strategy 4.1.4.4: Explore the utilization of renewable energy sources within all public buildings in the City.

Objective 4.1.5: Build community resiliency to a changing climate.

Strategy 4.1.5.1: Understand the changes to the climate and the resulting risks to and opportunities for the community.

Strategy 4.1.5.2: Prepare the community, infrastructure, and facilities for the potential increase in days with dangerously high temperatures, natural disasters, and emergencies.

Strategy 1.1.1: Identify and mitigate potential health risks associated with severe climate change events.

Goal 4.2: Enhance overall air and water quality in the area to provide desired quality of life for current and future residents.

Objective 4.2.1: Identify, conserve, and protect the quality and health of water resources and ecosystems to meet local standards for public use and recreation.

Strategy 4.2.1.1: Improve the quality of waterbodies, including but not limited to Yellowstone River, Fleshman Creek, watersheds, wetland, floodplains, groundwater aquifers, and all other waterways, and riparian areas.

Strategy 4.2.1.2: Monitor and discourage development as well as public uses in environmentally sensitive areas identified through the inventory and mapping process of Land Use Strategy 3.3.1.1 and 3.3.1.2.

Strategy 4.2.1.3: Identify point and non-point pollution sources such as stormwater runoff, brownfields, underground storage tanks, and diesel fuel spills, and address the resulting water contamination.

Strategy 4.2.1.4: Assess the percentage and impacts of impervious ground cover throughout the City and explore integrating green infrastructure and alternative runoff mitigation measures into neighborhoods to reduce impervious cover.

Strategy 4.2.1.5: Identify water-dependent wildlife habitat and develop strategies to protect them.

Objective 4.2.2: Monitor and maintain ambient air quality in compliance with National Ambient Air Quality Standards (NAAQS).

Strategy 4.2.2.1: Set up an air quality monitoring station in the City as population and industrial activities increase.

Strategy 4.2.2.2: Coordinate with Park County in identifying the Wildland Urban Interface and supporting the ability of wildland fire fighters to manage incidents that put residents and firefighters at risk.

Goal 4.3: Protect and manage natural resources, open spaces, and wildlife.

Objective 4.3.1: Identify and conserve areas in their natural setting and promote sustainable growth.

Strategy 4.3.1.1: Develop a strategy for the protection and preservation of natural resources and open spaces commensurate with growth in Livingston.

Strategy 4.3.1.2: Continue to coordinate with Park County's weed control program officer and promote native plantings in Livingston.

Strategy 4.3.1.3: Implement and annually review the City of Livingston Parks and Trails Noxious Weed Management Plan.

Strategy 4.3.1.4: Support efforts to remove non-native plants from the community.

Strategy 4.3.1.5: Encourage the planting of native plant species.

Strategy 4.3.1.6: Explore policies and educational programs to minimize pesticide use.

Strategy 4.3.1.7: Support the efforts of Montana Fish, Wildlife & Parks that address the increase of terrestrial and aquatic invasive species that threaten native species and the natural ecosystem.

Strategy 4.3.1.8: Assess development and conservation of natural spaces at various scales to prevent and manage human-wildlife conflicts by monitoring the population of wildlife species in and near Livingston.

Objective 4.3.2: Protect the riparian corridors to preserve unique wildlife, promote water quality, and provide for public trails and open space.

Strategy 4.3.2.1: Continue to limit development in the floodplain through application of the Livingston Floodplain Regulations.

Strategy 4.3.2.2: Protect the Yellowstone River's natural flow and flood cycles to promote the health of the riparian area and associated wildlife.

Strategy 4.3.2.3: Explore regulatory options for protecting the riparian area and waterway corridors.

Strategy 4.3.2.4: Consider regular evaluations of the integrity of the levee adjacent to River Drive and the Civic Center Park Complex.

Strategy 4.3.2.5: Create a committee to review and evaluate the 2003 Upper Yellowstone River Task Force Final Report (**Appendix E**) and provide recommendations.

Objective 4.3.3: Preserve the night skies as well as the natural scenic vistas.

Strategy 4.3.3.1: Support the efforts of the Livingston Conservation Board in updating the City's Night Sky Protection Act.

Strategy 4.3.3.2: Establish design guidelines that limit the impact of development on scenic vistas and viewsheds.

Objective 4.3.4: Ensure that the extraction of sand and gravel resources throughout the region that will not negatively impact the surrounding ecosystem, nearby residents, or landowners.

Strategy 4.3.4.1: Coordinate with adjacent jurisdictions to ensure restrictions are in place on sand and gravel operations in areas that pose a threat to water quality.

Strategy 4.3.4.2: Coordinate with adjacent jurisdictions to ensure policies are in place to mitigate the impacts of gravel resource extraction.

Objective 4.3.5: Sustain and improve the health and diversity of trees and other flora throughout Livingston.

Strategy 4.3.5.1: Ensure trees on City lands are well maintained and healthy.

Strategy 4.3.5.2: Create an Emerald Ash Borer Action Plan to maintain and diversity our urban forest.

Strategy 4.3.5.3: Consider adding requirements for trees into Gateway overlay zoning.

Strategy 4.3.5.4: Expand educational programs to encourage private citizens to maintain a healthy and diverse tree canopy on private property and boulevards within the City.

Strategy 4.3.5.5: Explore local, state, and federal funding to incentivize the protection and maintenance of trees within the City.

Strategy 4.3.5.6: Pursue pollinator-friendly designations, such as "Bee City USA".

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

5 | Housing

Introduction

Housing is an issue that requires ongoing attention in Livingston. Availability and affordability have potentially been impacted by dramatically higher real estate prices, increased inventory of vacation rentals, the influx of the remote worker, and more houses being sold as part-time/second homes.

Rental prices can easily exceed wages from service industry jobs which creates an even greater need for affordable workforce housing. Current residents' value living close to downtown, but not all housing areas are within walking distance.

Current residents value living in a city that is diverse and welcoming across income levels, age groups, household configurations and length of residence.
In 2021, the City of Livingston dedicated $50,000 of CARES Act funding (Covid-19 relief funds) towards the completion of a housing action plan in partnership with the Park County Community Foundation to try and help address some of these issues.
A discussion regarding housing in the ETJ can be found in **Appendix A**.

Profile

A. Overview of Housing Types

Housing Type

Most homes in Livingston – 73 percent -- are single-unit structures, with multi-family structures comprising 23 percent of the housing mix. According to the City's building permit data, between 2008 and 2018, 237 building permits were issued for residential construction; all were for single family and townhouse units. Multi-family units in Park County are concentrated in Livingston, while mobile homes are more likely to be located in the County. **Table 5.1** shows a summary by unit type.

There is a distinction between manufactured and mobile homes based on the United States Department of Housing and Urban Development (HUD). Manufactured homes are homes that are built off-site and designed to be transported to the building site on their own chassis. All manufactured homes must meet HUD standards and be certified by HUD; manufactured homes constructed before 1976 cannot gain HUD certification and would be considered a mobile home.

Table 5.1: Housing Unit by Type

Type	Livingston		Park County	
	Number	Percent	Number	Percent
1 Unit (Attached or Detached)	2,806	73.2%	7,353	76.6%
2-9 units	548	14.3%	863	9%
10-19 units	100	2.6%	106	1.1%
20+ Units	242	6.3%	259	2.7%
Mobile Homes	138	3.6%	998	10.4%
Boat, RV, Van	0	0%	19	0.2%

Source: U.S. Census Bureau American Community Survey –2015 – 2019.

Age and Condition

The latest ACS data from the U.S. Census Bureau estimates that 2,730 (72 percent) of dwelling units in Livingston were constructed before 1980. This compares to a statewide estimate of 53 percent of homes built before 1980. According to the Montana Consolidated Plan, "…despite a ban in 1978 on the use of lead in new paint, children living

in older homes are still at risk from deteriorating lead-based paint and its resulting lead contaminated household dust and soil. Today lead-based paint in older housing remains one of the most common sources of lead exposure for children." Another concern with homes over 40-years old, is deferred maintenance, lack of modern features such as wiring for high-speed internet, and high energy costs. Older homes are more likely to have faulty electricity, plumbing issues, kitchen inadequacies, roof leaks, heating/cooling deficiencies, inadequate windows, and various upkeep concerns. The expense to upgrade such homes can be a deterrent to rehabilitation.

B. Occupancy and Use

Housing occupancy and use can indicate if the market is meeting the needs of the population. The residential vacancy rate for Livingston is approximately three percent. Out of all housing units in Livingston, 62 percent of the units -- are owner-occupied; 34 percent of the units are renter-occupied. Of the owner-occupied households, over 40 percent have lived in their home for eight years or longer. Of the renter-occupied units, nearly 70 percent of renters have lived in their units for less than eight years. More information is available in **Table 5.2** (Source: U.S. Census Bureau, 2015 - 2019).

Short term rentals and vacation rentals have become more common in Livingston. Between January 2017 and April 2020, the number nearly doubled in zip code 59047. There are approximately 225 active short term and/or vacation rentals in the area. Of those, 90 percent are entire home rentals, and the units average 2.4 bedrooms in size (Source: AIRDNA, 2020).

There are 23 specialized group homes in the Livingston area (Source: Montana Department of Public Health and Human Services, 2019). These include assisted living facilities, homes for persons with developmental disabilities, and residential chemical dependency facilities.

Table 5.2: Housing Occupancy

Housing units, 2018	City of Livingston		Park County		United States	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	3,834	100%	9,599	100%	137,428,986	100%
Owner Occupied	2,412	62.91%	5,333	55.6 %	77,274,381	56.22 %
Renter Occupied	1,299	33.9%	2,249	23.42% %	43,481,667	31.63%
Vacant Units (Including Seasonal and Recreational Use)	123	3.2%	1,817	18.9%	16,672,938	12.1%

Source: U.S. Census Bureau, American Community Survey, 2015 - 2019

C. Affordability

As shown in **Table 5.3**, the median home value for Livingston is lower than the state average and county average. Between January and June 2020, the median home sales value was $270,250 in Livingston, $243,200 in Belgrade, $416,660 in Bozeman, and $325,000 in Park County. Home sales values have consistently increased across these communities since 2014 (Source: Park County Board of Realtors, 2020).

Another way to look at housing affordability is by comparing an owner's monthly housing costs to their household income over a 12-month period. In Livingston, 42 percent of units with a mortgage were occupied by owners whose monthly housing costs were less than 20 percent of their annual household income; approximately 15 percent of units with a mortgage were occupied by owners whose monthly housing costs were at least half of their household income. For owner-occupied units without a mortgage, approximately 68 percent of units were occupied by owners whose monthly housing costs were less than 20 percent of their annual household income. Only 4.5 percent of owner-occupied units without a mortgage spent at least half of their annual income on housing costs.

Table 5.3: Median Home Values for Selected Areas – 2014 – 2019

Location	Median Home Value	Median Rent
City of Livingston	$224,200	$813
City of Belgrade	$243,200	$914
City of Bozeman	$365,600	$1,078
Park County	$271,300	$789
State of Montana	$230,600	$810

Source: U.S. Census Bureau, American Community Survey, 2015 - 2019

Approximately 11 percent of rental households spend more than half of their annual income on rent. Additionally, nearly 84 percent of renter-occupied households pay extra for one or more utilities (Source: U.S. Census Bureau, 2014-2018). Community members reported via the survey conducted during the 2020 Livingston Growth Policy Update process that housing – especially rental properties – in the area is not affordable.

D. Housing Assistance

Housing Assistance programs are provided primarily from the Human Resources Development Council (HRDC) office in Bozeman. Programs include:

- Rental Assistance
- Down Payment Assistance
- Homebuyer Education
- Foreclosure prevention
- Heating bill assistance
- Home Weatherization

HRDC also owns five affordable rental properties in Livingston that are available to households meeting income guidelines (Source: HRDC). These properties are located at:

- Miles Building Apartment – 107 S. 2nd Street (Financing through Low-Income Housing Tax Credit)
- Sherwood Apartments – 325 S. Main Street
- Summit Place Apartments – 1102 W. Summit Street
- Bluebunch Flats – 504 S. 13th Street
- Livingston Cabins – W. Reservoir Street and Ground Avenue

The Livingston Land Trust, managed by HRDC, owns 14 permanently affordable for-sale units on W. Reservoir Street, and an additional two scattered site land trust homes within the City.

The Montana Board of Housing allocates Montana's share of federal Low-Income Housing Tax Credits, or housing tax credits, through a competitive annual process. These housing tax credits allow developers to borrow less money for construction and pass those savings along to families and individuals through lower rents. In addition to the Miles Building, there are two properties that were privately developed with low-income housing tax credits (Source: Montana Department of Commerce, 2020).

- Livingston Village – 602 Robin Lane
- Timberline Apartments – 1302 and 1310 E. Montana Street

Goals, Objectives & Strategies for Growth

Goal 5.1: Provide housing options to meet the needs of all residents.

Objective 5.1.1: Review City Ordinances to identify modifications required to meet the community's housing needs.

Strategy 5.1.1.1: Inventory the supply of housing and buildable land in the City to determine density and growth rates and to analyze housing needs.

Strategy 5.1.1.2: Consider implementing the recommendations of the housing action plan.

Strategy 5.1.1.3: Evaluate manufactured or similar type structures to create affordable housing inventory.

Strategy 5.1.1.4: Review and amend zoning ordinance and subdivision regulations to identify legislative changes required to provide housing that meets the needs of all residents.

Objective 5.1.2: Evaluate the impacts of vacation rentals on Livingston.

Strategy 5.1.2.1: Explore creating a policy to regulate short-term and vacation rentals.

Objective 5.1.3: Ensure the consistent and timely enforcement of building codes.

Strategy 5.1.3.1: Ensure City staff are properly trained and have resources available to ensure timely enforcement of building and zoning codes.

Objective 5.1.4: Promote a mix of housing within neighborhoods that supports a variety of household income levels, household age groups, and housing types.

Strategy 5.1.4.1: Conduct a housing needs assessment to determine the housing needs of Livingston and the feasibility of various methods to promote and/or require the construction of housing units that meet the needs of all residents.

Strategy 5.1.4.2: Promote inclusion of ADA-accessible units in new housing developments through the adoption of "Universal Design Standards" that remove barriers for mobility.

Strategy 5.1.4.3: Promote Accessory Dwelling Units (ADU).

Strategy 5.1.4.4: Benchmark affordability indicators for the City to understand the availability of housing options at all levels of income and ownership types.

Strategy 5.1.4.5: Facilitate the rehabilitation of older housing units by creating a housing rehabilitation initiative.

Strategy 5.1.4.6: Assess the current provision of official safe shelter options for those experiencing homelessness.

Objective 5.1.5: Create housing programs to retain employees, the elderly, and long-term residents.

Strategy 5.1.5.1: Coordinate with employers to create a "workforce housing" program that will help retain employees in the City.

Strategy 5.1.5.2: Work with non-profits to determine the potential for a "community land trust" housing program with deed restrictive housing.

Strategy 5.1.5.3: Consider protecting mobile home parks with a codified ordinance.

Strategy 5.1.5.4: Investigate the feasibility of creating a land bank for future housing needs.

Strategy 5.1.5.5: Explore existing local, state, and federal funding mechanisms to aid in the creation of affordable housing.

Strategy 5.1.5.6: Explore funding mechanisms to encourage energy and resource efficiency retrofitting of existing homes to minimize energy and utility costs.

6 | Economy

Introduction

Livingston's local economy is strongly tied to the tourism and service industries. The community is interested in strengthening the existing niche markets that its businesses serve, as well as diversifying the types of jobs available in town as well as the skillsets of employees.

The following profile provides information on economic development, local economic indicators, business profiles, and the impact of tourism on Livingston and the surrounding communities. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on the economy in the ETJ can be found in **Appendix A**.

Profile

A. Context

The economy of Livingston and the surrounding area has historically depended upon timber, agriculture, and the railroad. All three of these components are still important to the area's economy; however, the number of jobs supplied by these industries continues to decline as it has over the last 25 years. As local jobs decrease within these industries, they are generally being replaced by service- oriented positions.

The geographic setting of our area (near Yellowstone Park, abundant wilderness, National Forests, and the Yellowstone River) has created a thriving tourism and recreation industry. This industry has continued to grow and is continually providing new employment opportunities in the area. As Livingston's economy moves away from its historical base, we are also seeing a shift toward the self-employed, often home-based, professional. Additionally, Livingston serves as a home-base for out-of-county miners, Yellowstone National Park employees, and other employers. This is possible through the use of the Internet and other global communication and high-speed data transmission technologies.

Local government can encourage economic growth by recognizing what sectors are strong and directing economic development efforts toward weaker or non- existent sectors.

B. Current Trends and Data

Livingston's local economy is reflective of the larger statewide and national trends. After a downturn during the Great Recession, the local economy has rebounded as tourists return to the area to visit the nearby National Parks and other attractions. While the local economy is growing in many sectors, there are business sectors that are losing potential revenue to surrounding communities, especially Bozeman.

In fiscal year 2005-2006 the City issued 75 permits for new residential construction. In contrast, by the end of the 2014-2015 fiscal year only 18 new residential permits were issued. By 2020, the number of residential building permits issued had substantially increased, with 166 units being permitted for construction.

The Median Household Income (MHI) for the City of Livingston is approximately 80 percent of the statewide average of $55,328. Lower MHI values are indicative of the lower wage jobs commonly found in the service industry, which is the largest industry cluster at nearly 40 percent of all jobs in the City. The next largest employment sector is retail at 26.9 percent, which often also pays lower wages.

The poverty rate in Livingston is 14.1 percent, which is just over one percent higher than the state average. This difference is not uncommon for small towns, especially in more rural areas where jobs may be harder to find and may pay lower wages than specialized trades, manufacturing, or healthcare. **Table 6.1: Economic Indicators** compares the MHI and poverty rates for Livingston and Montana.

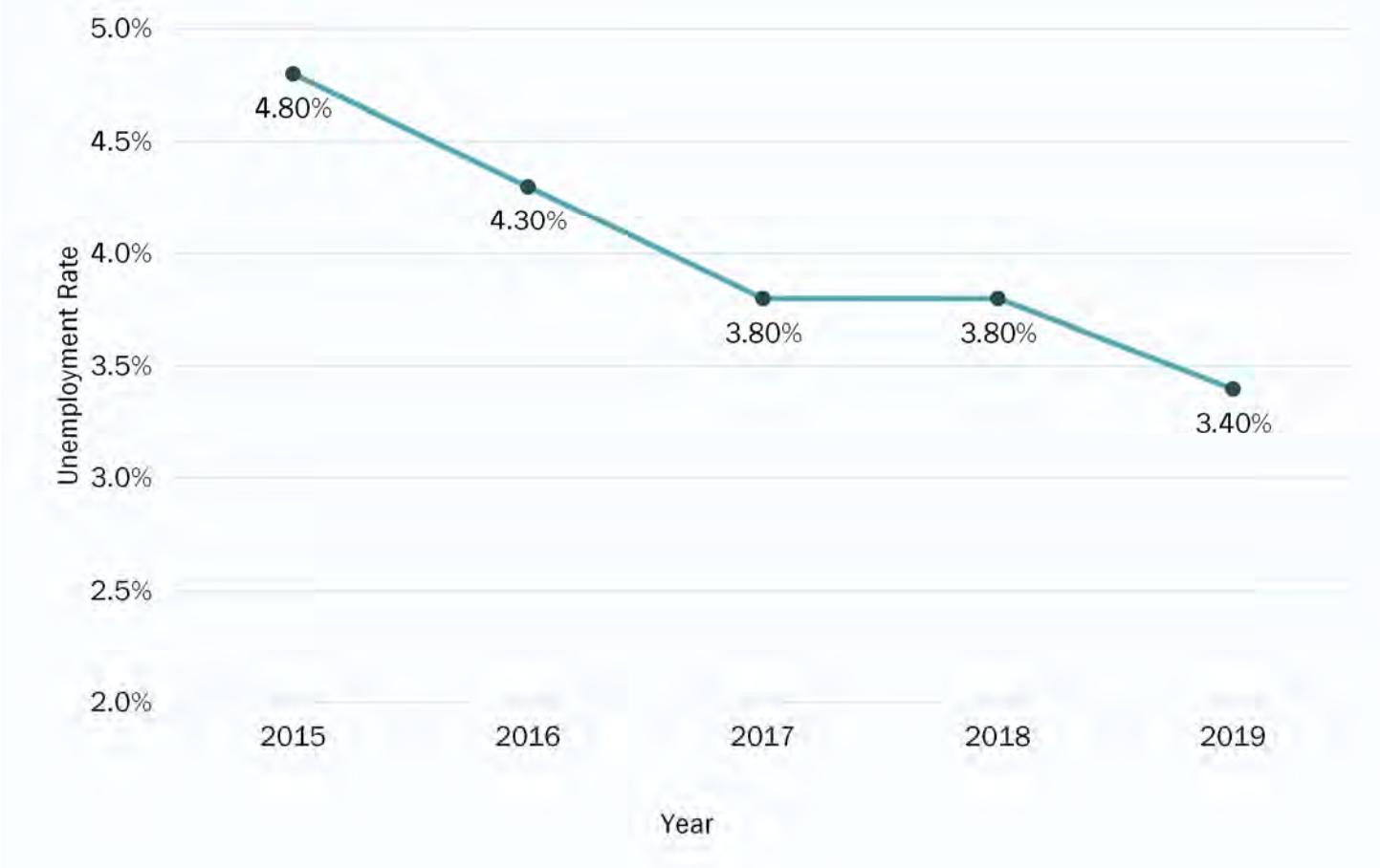
Table 6.1: Economic Indicators

Economic Indicator	Livingston	Montana	Difference
Median Household Income (MHI)	$44,660	$55,328	-$10,668 (-19.3%)
Poverty	14.1%	13%	+ 1.1%

Source: Montana Governor's Office of Economic Development, 2019

Livingston boasts a slightly lower unemployment rate than the State of Montana. The City of Livingston, according to 2018 Census data, has an unemployment rate of two percent, while the state is marginally higher at 2.2 percent. Both of these rates are better than the larger Park County area, which has an unemployment rate of 3.4 percent. **Figure 6.1** shows the trend in Park County, which mirrors the state and City of Livingston as dropping steadily from 2015, as the economy continued to grow. While the effects of COVID-19 have been significant on unemployment, the tourism industry rebounded quickly with Yellowstone National Park continuing to see growing visitation rates. Continued analysis of employment trends will be needed to quantify the long-term effects of COVID-19 on employment.

Figure 6.1: Annual Unemployment Rate in Park County



Source: Montana Department of Labor & Industry

C. Employment by Sector

The largest employment sector in Livingston is the services industry. This includes hotels and lodging. This sector constitutes 38.9 percent of all jobs and 39.8 percent of all establishments within the City. The next largest sector is retail, equating to 26.9 percent of all jobs and 24.4 percent of all establishments. This sector also includes restaurants. Together, these sectors total 65.8 percent of all jobs and 64.2 percent of all establishments in the City.

Financial institutions (9.2 percent), manufacturing (8.2 percent), and government (7.5 percent) round out the top five sectors in the City. These sectors often pay moderate to higher than median wages and represent just under a quarter of all jobs in Livingston (24.9 percent). Sectors such as transportation and agriculture, which historically have comprised a higher share of employees in the area, have fallen to only four percent of the workforce in Livingston.

D. Business Profile

- According to 2017 data from the Montana Governor's Office of Economic Development, the City of Livingston has an unbalanced retail profile.

For businesses that are underrepresented in the City, consumers are forced to travel to other locations, such as Bozeman, to purchase their needed items. Based on the 2017 data, Livingston lost over $20 million in retail sales to other locations.

E. Tourism

The tourism sector is growing and becoming a more important component of the economic base of Livingston. The City is positioned along two major highways that bring visitors from across the nation through the area. US-89 is the main north-south route in Livingston and leads residents and visitors directly into Yellowstone. Functioning as a major northern gateway into the park, it is essential to provide lodging and services to tourists which leads to numerous job opportunities to residents of the City and County. Livingston boasts three museums within, or immediately south of, the City limits. The City is nestled in a river valley and is surrounded by large mountain ridges and forests, offering scenic vistas and hiking trails to residents and visitors alike.

In 2018, non-resident (tourist) expenditures in the Yellowstone region, which includes Livingston, were over $1 billion. Nearly 18 percent of that total was in automotive and/or diesel fuel. Approximately 20 percent was spent at restaurants and bars, and 14 percent spend on lodging. Over half of all spending in the region was centered on tourism and visitors to nearby Yellowstone National Park (Source: University of Montana, 2018).

Growth of the tourism industry is further evidenced by analyzing lodging revenue receipts. Park County recorded a 13 percent annual growth in lodging receipts, second in the Yellowstone region only to neighboring Gallatin County (Source: Montana Office of Tourism and Business Development, 2020). The nearest commercial airport is in Bozeman, Gallatin County, which may explain the higher receipts in this area.

Figure 6.2: City of Livingston and the Yellowstone Region



Source: Burton Planning Services

Goals, Objectives & Strategies for Growth

Goal 6.1: Strengthen and diversify Livingston's economy by supporting industries and initiatives that increase employment opportunities and personal income.

Objective 6.1.1: Support existing local businesses.

Strategy 6.1.1.1: Increase use of the local Revolving Loan Fund to facilitate in existing business expansion and job creation.

Strategy 6.1.1.2: Explore incentives to businesses that provide some employee housing.

Objective 6.1.2: Support continuing adult education to develop a more skilled workforce.

Strategy 6.1.2.1: Support local school system/vocational schools/colleges & universities to develop curriculum tailored to local and regional needs.

Objective 6.1.3: Reassess needs of anchor businesses to accommodate their long-term needs and retention.

Strategy 6.1.3.1: Host business roundtables with local business leaders to assess their needs.

Objective 6.1.4: Increase efforts to partner with Montana Rail Link (MRL) to rehabilitate surplus railroad property and integrate it into the community.

Strategy 6.1.4.1: Work with MRL to identify underutilized railroad property.

Objective 6.1.5: Plan for and attract new investment into the downtown district to support local businesses.

Strategy 6.1.5.1: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.

Strategy 6.1.5.2: Develop a parking strategy and consider removing parking space minimums from downtown coding.

Strategy 6.1.5.3: Explore creating a downtown master plan focused on the Urban Renewal District.

Strategy 6.1.5.4: Explore mechanisms to strengthen and enhance the effectiveness of the Urban Renewal Agency to encourage redevelopment of underutilized properties in the downtown area.

Strategy 6.1.5.5: Utilize and partner with local and state organizations like Prospera Business Network, Montana Department of Commerce, Montana Historic Preservation Grant Program (MHPC), and Montana Procurement Technical Assistance Center (PTAC), etc. to assist with economic development expertise and funding opportunities.

Strategy 6.1.5.6: Identify and implement a "Buy Local" procurement policy that greatly incentivizes the City of Livingston to support local businesses.

Strategy 6.1.5.7: Support expansion of current and emerging infrastructure technologies include fiber optic service and other communication infrastructure.

Strategy 6.1.5.8: Dedicate resources to strategies designed to help the local economy by investing in local businesses.

Objective 6.1.6: Support initiatives that help local producers and manufacturers connect with and engage in markets beyond Montana.

Strategy 6.1.6.1: Engage with state trade representative to market the region nationally/internationally.

Objective 6.1.7: Develop tools to attract and retain economic development prospects.

Strategy 6.1.7.1: Explore the pros and cons of developing Tax Increment Financing (TIF) areas to help pay for needed infrastructure and upgrades for new developments.

Strategy 6.1.7.2: Explore ways to increase capacity of the City's Economic Development division.

Strategy 6.1.7.3: Promote utilization and strengthening of existing tools and incentives to promote economic growth and redevelopment within the City, such as the City's Tax Abatement Policy for historic properties.

Goal 6.2: As a major gateway to Yellowstone National Park, enhance and manage the City's tourism and hospitality industry to strengthen its economy and quality of life.

Objective 6.2.1: Promote local tourism that highlights and protects our outdoor environment, supports local culture, and advances economic diversification and job creation.

Strategy 6.2.1.1: Explore improved access to the Yellowstone River recreation, such as riverfront parks, boat ramps, and islands while respecting and protecting the natural environment.

Strategy 6.2.1.2: Organize nature-based events and programming to promote community culture.

Objective 6.2.2: Build upon and strengthen Livingston's status as an outdoor destination.

Strategy 6.2.2.1: Ensure connectivity between the City's trail network and the greater regional trail network.

Strategy 6.2.2.2: Capitalize on increasing bicycle tourism by supporting the creation of regional and national bicycle networks and trails, including but not limited to the Old Gardiner Road Trail improvement project and the "Great American Rail Trail".

Strategy 6.2.2.3: Maintain public access to the Yellowstone River and public lands within the City and ETJ, and support local efforts to maintain or expand public access to public lands.

Objective 6.2.3: Make a good first impression to visitors.

Strategy 6.2.3.1: Develop a coherent and unique marketing strategy and branding that is consistent through all media.

Strategy 6.2.3.2: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.

Strategy 6.2.3.3: Develop effective wayfinding signage for locals and tourists to easily navigate the parks and trails system.

Strategy 6.2.3.4: Explore development of City infrastructure design guidelines to create Citywide and/or neighborhood-specific aesthetic coherence for signage, lighting, and other streetscape elements.

Strategy 6.2.3.5: Refer to the Infrastructure Management Strategy (p.116) for more information on achieving specific strategies that relate to infrastructure.

7 | Local Services

Introduction

The City of Livingston and partnering entities offer a variety of services to the community related to public health and safety, personal health, education, and more. While residents and stakeholders involved in the Growth Policy Update process remarked on the ease of access and dependability of local services offered throughout the community, they also expressed the need for additional capacity and improvements.

The following profile provides context on the organizational structure of the City of Livingston and the services the City and others provide to the community. See **Exhibit 7.1**: **Local Services Map** for the location of these services. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on local services in the Extra-Territorial Jurisdiction can be found in **Appendix A: Extra-Territorial Jurisdiction Plan**.

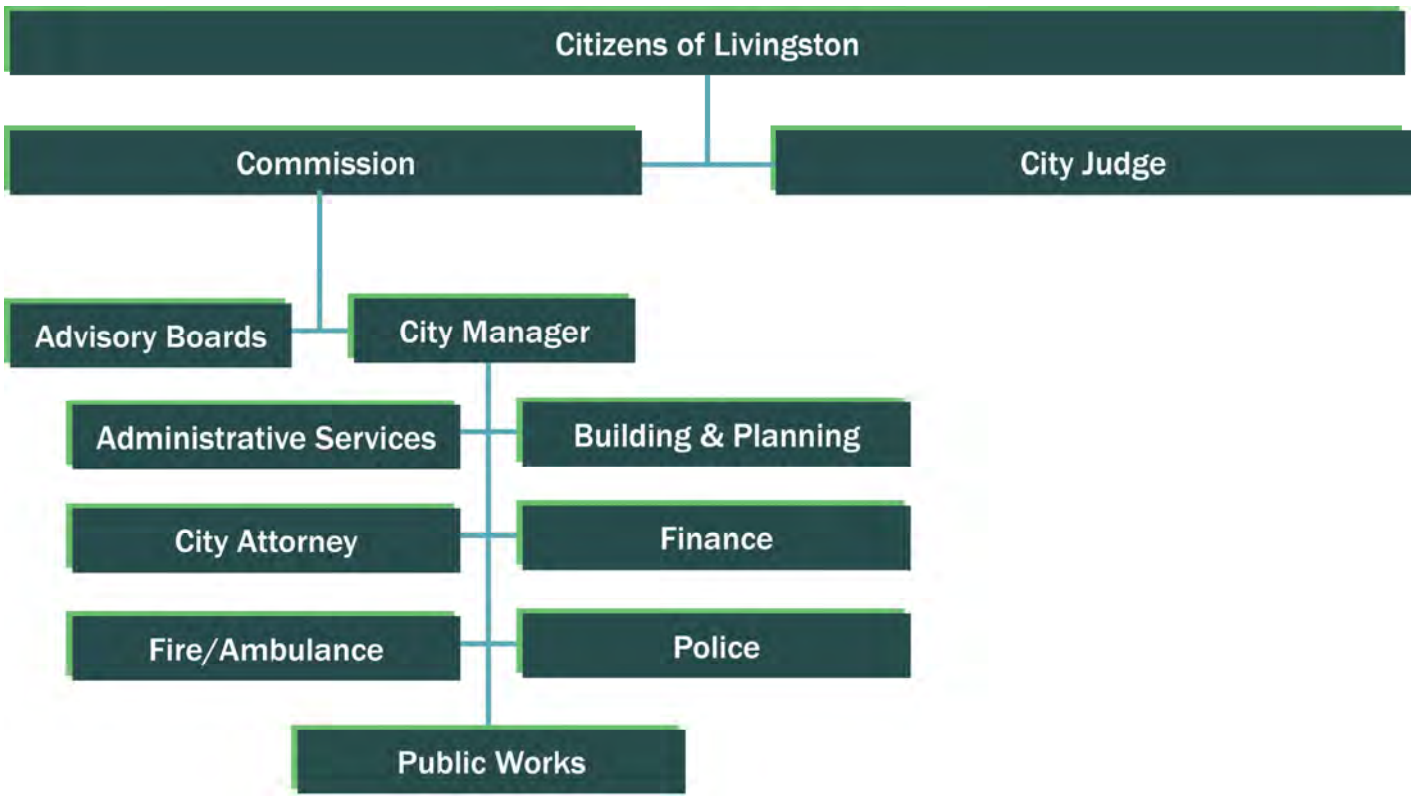
Profile

A. Context

The City of Livingston operates under the commission-manager form of government, consisting of an elected five-member Commission and a City Manager appointed by the Commission. The City Manager is responsible to the commission for the administration of all local government affairs authorized by law. City commission members are elected at large and on a non-partisan basis. Commission members are elected for four (4) year overlapping terms of office. The Livingston City Commission is the legislative and policy-setting branch of local government.

The City of Livingston provides essential services to over 7,000 residents. The City operates the following departments to administer the associated public services, outlined below in **Figure 7.1**.

Figure 7.1: City of Livingston Governmental Organization



Source: Livingston Financial Report

The City of Livingston maintains a Community Resources and Information section on the City government website. This webpage hosts links to Child & Family Services, Employment Services, Veterans Services, and many other resources. This site has website links, addresses, and phone numbers of each agency, organization, or resource. These resources are not under the control of the City of Livingston and are provided for informational purposes to residents and visitors. Agencies and organizations listed may be run by the federal government, state or county government, or non-profits (Source: City of Livingston, 2019).

B. Law Enforcement

Law Enforcement in the City of Livingston and surrounding area is enforced by three agencies: the Livingston Police Department (LPD), the Park County Sheriff's Office (PCSO) and the Montana Highway Patrol (MHP).

The Livingston Police Department provides 24-hour patrol and law enforcement services. The City of Livingston currently has 14 full-time sworn police officers. According to the Montana Board of Crime Patrol, the number of full-time sworn officers per 1,000 for the City is 2.18. This is higher than the average number of 1.88 for cities of comparable size (5,000 – 9,999). The Department currently provides routine patrols, investigations, bicycle patrols and a School Resource Officer to the Livingston School District.

The Park County Sheriff's Office is primarily responsible for the law enforcement, routine patrolling and responding to calls outside of the City of Livingston but with Park County. The PCSO has jurisdiction within all of Park County, including the City of Livingston. The PCSO consists of 16 full-time sworn law enforcement personnel, including the Sheriff, Under-Sheriff, and 14 Deputies.

The Montana Highway Patrol has jurisdiction in the entire State of Montana, including both Park County and the City of Livingston. The primary responsibility of the MHP is the highway system throughout Park County. The MHP has four troopers located within Park County. Both the LPD and PCSO are located and work out the City-County Complex in Livingston. Park County is required to provide all correctional detentions (i.e., jail/ detention facilities). The City of Livingston provides all the dispatchers, but the County reimburses a percentage of the operating costs for the 911 Communications Department.

Since the actual number of crime incidents fluctuates from year-to-year, a 10-year average is more descriptive of the incidents that are common in Livingston. The following table indicates that the most frequent type of reported crime in Livingston is "Simple Assault". The rate for this type of offense is significantly higher than the statewide rate in this category. The City ranks notably lower compared to state averages in the categories of burglary and motor vehicle theft.

Table 7.1: Average Annual Crime Rate by Type of Offense (per 1,000 residents), 2007-2017

Offense	Livingston	Montana
Driving Under the Influence	4.646	5.486
Murder and Nonnegligent Manslaughter	0	0.025
Burglary/Breaking & Entering	2.631	3.352
Motor Vehicle Theft	1.565	1.846
Simple Assault	11.893	7.407
Rape	0.413	0.384
Weapon Law Violations	0.272	0.258
Robbery	0.170	0.210
Aggravated Assault	2.291	2.231

Source: Montana Board of Crime Control, 2018

C. Health Providers (Medical)

The Livingston Healthcare Hospital is a new 125,000 square foot critical access hospital with 25-beds and is located within the City limits. The facility incorporates the Livingston Clinic and provides a 24/7 staffed emergency department, surgical services and is a critical access trauma center. Patients requiring advanced care not available at LHC are transferred to larger facilities by ground or air ambulance. The hospital has a 13+ year partnership with Billings Clinic to provide residents with better access to some of the nation's top physicians, specialists, and medical services. Livingston HealthCare and Billings Clinic are each locally owned and governed. Livingston also hosts Community Health Partners, a federally-qualified health center.

The Park County Public Health Department provides services countywide with a mission to, "[promote] the health of individuals and families through disease surveillance, program development, and education." According to the Park County Community Health Needs Assessment (2019), the top priorities for health are:

1. Behavioral Health (Mental Health & Substance Abuse
2. Nutrition, Physical Activity, and Weight
3. Oral Health
4. Dementia/Alzheimer's Disease
5. Injury and Violence
6. Heart Disease and Stroke
7. Respiratory Diseases
8. Cancer
9. Access to Health Services
10. Infant Health & Family Planning

D. Fire Protection and Emergency Medical Services

Livingston Fire and Rescue (LFR) is a combination Fire and EMS transport agency that is led by the Fire Chief with 14 career Firefighter/Paramedics and 11 Reserve firefighters and EMT's. A Livingston Fire Station is shown in **Figure 7.2**. There are two members that work directly for the Fire Chief who perform predominately administrative duties and make up the command staff. They are the EMS Director and the Fire Inspector/Training Officer who each have a multitude of internal and external responsibilities. The EMS Director's primary responsibility is the management of all EMS related items, including training, billing, reporting, EMS supply requisitioning, budgetary concerns and acting as a liaison between Livingston Healthcare and the organization. The Fire Inspector/Training Officer is responsible for fire training, fire reporting, fire/injury prevention to include code enforcement, and the management of the Reserve firefighter program.

Figure 7.2: Livingston Fire Station



Source: Burton Planning Services

There are four duty shifts labeled A, B, C and D comprised of a Captain and two firefighters who are responsible for day-to-day fire and emergency medical response, daily continuing education, and company fire inspections. They work a rotating shift schedule of 24 hours on duty and 72 hours off and can choose to be available for emergency and non-emergency call back to the fire station on their off days. A portion of Livingston Fire and Rescue's call volume is derived from inter-facility transfers that are staffed voluntarily by both the career and reserve staff. The ability to recall members to the fire station to staff transfers and any additional emergency calls is integral to the success of the organization and service to the community. This illustrates the importance of a strong and well-trained reserve corps to assist in the staffing of any additional calls for service.

Livingston Fire and Rescue has four ALS transport ambulances, a 75-foot quint aerial, a Type 1 engine, a DNRC type 5 brush truck and a Chevy suburban used as a technical rescue chase vehicle. The Fire Chief and each member of the command staff is also assigned a vehicle to be used for their daily duties and incident command responses. The City of Livingston currently has an Insurance Service Office (ISO) rating of three (3) which has just been improved (2015) from a four (4). The scale runs from one (1) to ten (10) with a rating of a one (1) being the best. Our community will be assessed every three to five years to assess any changes and re-evaluate the many areas assessed which include City-wide water supply, dispatch capabilities and many areas of Livingston Fire and Rescue efficiency like staffing numbers, training, pumping capacity and the overall maintenance of the organization.

Fire and EMS responses outside of Livingston are dictated by mutual and automatic aid agreements with the outlying rural fire districts. There is an automatic aid agreement with Park County Rural Fire District #1 for fire responses where LFR responds to a pre-defined five-mile "donut" surrounding the City. Livingston Fire and Rescue is the primary transport agency to Park County North of Yankee Jim canyon on US-89 South stretching to both county lines to the East, West and to Meagher County in the North. The ambulance service functions as a fee-for-service operation generating revenue that directly pays the salaries of 6.5 staff members and assists with capital purchases.

E. Emergency Management and Hazard Mitigation

Emergency Management

Emergency Management is handled by Park County. The office of Emergency Management has three plans currently under its purview:

- Emergency Operations Plan, May 2011
- Park County Hazard Mitigation Plan, August 2018
- Park County Community Wildfire Protection Plan, 2014
- This office also hosts the Local Emergency Planning Committee, which consists of individuals, businesses, first responders, and government officials.

Wildfire

Wildfire is a threat to communities across Montana, Livingston included. The Park County Hazard Mitigation Plan updates information from the Park County Community Wildfire Protection Plan. According to that Plan, the City of Livingston was categorized as having a "low" hazard for wildfire due to its urbanized setting and local fire protection services. These generalizations allow for planning estimations. The actual wildfire hazard for a particular structure can only be determined based on a site evaluation or other assessment tool such as that found on the Park County website.

F. School Facilities and Enrollment

The City of Livingston is served by the Livingston Public School District. The District operates five buildings: Park High School, Sleeping Giant Middle School, East Side Intermediate School (grades 3-5), Winans Elementary (grades 1-2) and the Washington School Early Foundations Center (PK-K). Class size for grades K-2 averages 19 students per class. Classes in grades 3-12 average 26 with no academic class in the district having more than 30 students (with the exception of instrumental and vocal music classes and study halls). There are two private schools within City limits: St. Mary's Catholic School and Summit Christian Academy. Based on information provided by Growth and Enhancement of Montana Students, the following schools' enrollment and student/teacher ratio are provided.

Table 7.2: City of Livingston Public Schools and Enrollment

School*	Enrollment	Student/Teacher Ratio
Park High School	439	13:1
Sleeping Giant Middle School	316	14:1
East Side School	329	15:1
Winans School	298	13:1
Washington School	no data	no data

Source: Growth and Enhancement of Montana Students (GEMS), 2019

G. Library

The Livingston-Park County Public Library, which was built in 1904 [It was built in 1903; it opened in 1904—Mitch], is one of the original Carnegie libraries. There were only a few public libraries in the world in 1881 when Andrew Carnegie began to promote the establishment of free public libraries to make a means of self-education available to the nation's changing workforce. He eventually spent over $56 million to build 2,509 libraries throughout the English-speaking world.

The first Livingston Library, which opened in 1901, occupied a room in City Hall and included a collection of 520 volumes. The library was established by members of the Yellowstone Club, a local chapter of the Greater Federation of Women's Clubs. This group encouraged the purchase of five lots on the corner of [West] Callender and [South] Third Streets as a permanent library site and sought funding from Andrew Carnegie for construction of the library building. Since the original Carnegie building opened in October 1904, the library has been expanded twice, once in 1978 and again in 2005.

The Livingston-Park County Public Library serves the entirety of Park County and the permanent residents of Yellowstone National Park, making for a service population of around 17,000. Services beyond Livingston are primarily provided by a bookmobile which makes weekly stops in Wilsall, Clyde Park, Emigrant, Gardiner, Mammoth Hot Springs, and monthly stops in Cooke City. For the years 2019 and 2020, the Library circulated 4.65 items per capita, which is typical for libraries of similar size in Montana. The Library is funded as a joint City-County department, with about 72% of revenues coming from the County, 16% from the City, and 11% from the Federal Government by way of the State or County. Apart from their general contribution, the City also performs the Library's accounting services and pays for most of the Library staff's health insurance. The Library's mission is to meet the educational, informational, and entertainment needs of the community by providing free access to print, non-print, and electronic resources.

H. Historical and Cultural Sites

Livingston is home to 19 sites/districts listed on the National Register of Historic Places. The first was added in 1979, and the latest, the Teslow Grain Elevator, was listed in 2020. The Livingston Depot was built in 1902 and served as the northern gateway for travel into Yellowstone National Park (**Figure 7.3**). The Livingston Depot Center museum is open between Memorial Day and Labor Day each year. It also serves as a community center and event venue for areas residents and visitors throughout the year.

Figure 7.3: Livingston Depot Center



Source: Livingston Depot Center

The Yellowstone Gateway Museum is located north of downtown Livingston, on the north side of the railyard on Chinook Street. Permanent and

temporary exhibits describe the history of the area, including the Lewis & Clark expedition, the role of the railroad, and other themes. A research center is available for academic research. The rich Native American history of the region is showcased at the Yellowstone Gateway Museum, and at Fort Parker east of Livingston. The Fly Fishers International Museum is located south of the City. This museum is co-located with the headquarters of the Fly Fishers International organization and reflects the importance of outdoor sport in this area.

I. Additional Recognition

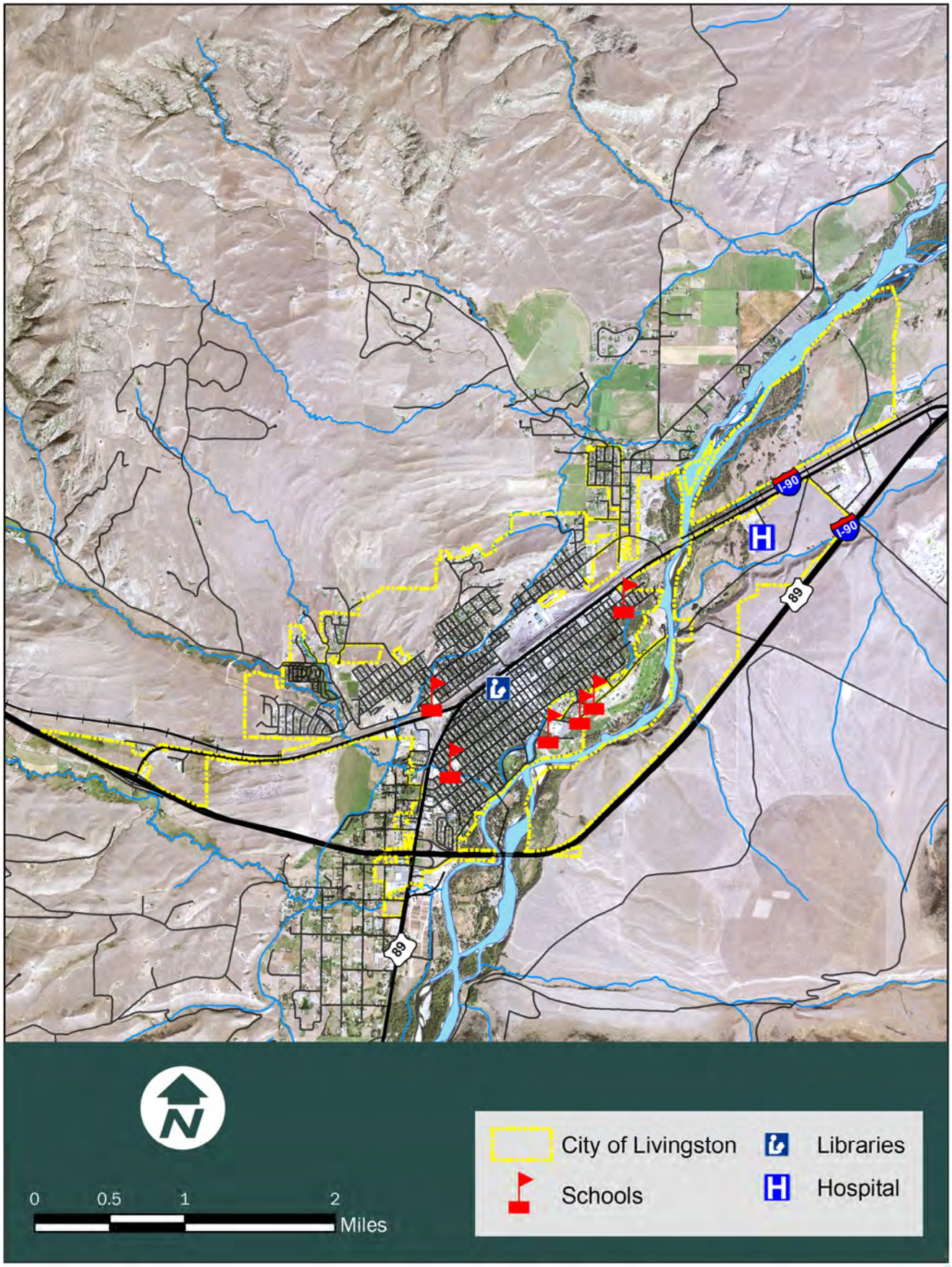
There are a large number of non-profits, religious institutions, and other community organizations located within the City that make significant contributions to the health and welfare of the community.

J. Funding of Local Services

Due to Montana State Law, the funding for local services primarily comes from the property tax mill levy, with additional funding received through additional voter approved mill levies and special districts. The State does not allow local communities to utilize a sales tax, and the City of Livingston does not qualify for Resort Tax under State Law. The funding of local services is also limited by State Law that limits the increase in property tax to one-half (1/2) the rate of inflation on existing properties. This means that values rise or as properties are redeveloped at higher densities the City is not able to tax the full value of the property, leading to a scenario in which the City has to provide local services to a significantly higher population with a minimal amount of additional funding. This has occurred in Livingston, with land value growing significantly faster than the allowed increases in property taxes. The exception is newly created or newly taxable property, such as newly subdivided parcels, which are taxed at their full property value.

This tax structure encourages cities to promote greenfield development and expansion rather than redevelopment or infill to fund local services, contrary to the goals of this Growth Policy. The City should continue to assess how the tax structure encourages development patterns that conflict with the desires of the community as shown in the Growth Policy, and promote taxation that encourages compact development patterns and redevelopment of properties within the City.

Exhibit 7.1: Local Services



Goals, Objectives & Strategies for Growth

Goal 7.1: Continue to provide a robust first response network to the City of Livingston.

Objective 7.1.1: Implement Computer Aided Dispatch (CAD) system for police/fire/EMS.

Strategy 7.1.1.1: Pursue state and federal grant opportunities to defray the cost of upgrading 9-1-1 software for local dispatchers.

Strategy 7.1.1.2: Continue to coordinate with Park County on implementing recommendations of the pre-disaster mitigation plan and Community Wildfire Protection Plan.

Goal 7.2: Ensure that residents' needs are met through local services.

Objective 7.2.1: Support the local educational needs of the community.

Strategy 7.2.1.1: Collaborate with the local school district to annually review preschool, elementary, middle, and high school capacity needs based on population estimates and development trends.

Objective 7.2.2: Support services that meet the needs of the aging population.

Strategy 7.2.2.1: Survey residents 50 years of age and older to gain an understanding of the services they want and need.

Strategy 7.2.2.2: Pursue an Age-Friendly Community designation through AARP.

Strategy 7.2.2.3: Collaborate with entities supporting and advocating for older adults' personal safety such as Adult Protective Services and Angel Line to promote their services throughout the community.

Strategy 7.2.2.4: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare. and Park County Senior Center to promote their services throughout the community.

Strategy 7.2.2.5: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare, and Park County Senior Center to assess unmet needs of Livingston's residents.

Strategy 7.2.2.6: Collaborate with transportation providers such as Angel Line Senior and Disabled Transportation to promote its services throughout the community.

Objective 7.2.3: Support services that meet the needs of the disabled population.

Strategy 7.2.3.1: Ensure fulfillment of the Livingston 2019 ADA Transition Plan.

Strategy 7.2.3.2: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to promote their services throughout the community.

Strategy 7.2.3.3: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to assess any unmet needs of Livingston's residents.

Strategy 7.2.3.4: Collaborate with transportation providers such as Angel Line Senior, Windrider, and Disabled Transportation to promote services throughout the community.

Objective 7.2.4: Support services that meet the needs of people experiencing mental illness.

Strategy 7.2.4.1: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, Park County Treatment Court, and Youth Dynamics to promote their services throughout the community.

Strategy 7.2.4.2: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, and Youth Dynamics to assess any unmet needs of Livingston's residents.

Objective 7.2.5: Support services that meet the needs of people experiencing hunger and/or homelessness.

Strategy 7.2.5.1: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to promote their services throughout the community.

Strategy 7.2.5.2: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to assess any unmet needs of Livingston's residents.

Objective 7.2.6: Support services that meet the needs of people experiencing abuse.

Strategy 7.2.6.1: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to promote their services throughout the community.

Strategy 7.2.6.2: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to assess any unmet needs of Livingston's residents.

8 | Transportation

Introduction

Livingston's transportation network is comprised predominantly of local roads with a patchwork of sidewalks, paths, and bike facilities. People mostly rely on private vehicles to get around the community, and experience ease in doing so because traffic is relatively low compared to other communities in the region. However, the community is interested in a more connected active transportation network for walking and biking both for recreation and utilitarian trips. The community is also concerned about increases in traffic as the City and region continues to grow in both population and development.

The following profile provides an assessment of transportation infrastructure in the City of Livingston. It includes a review of the existing road network, traffic counts, vehicle trips and miles traveled, roadway safety, commuting patterns, transportation trends, transit information, active transportation, rail, aviation, and the relationship between land use and transportation. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion of transportation networks and facilities in the ETJ can be found in **Appendix A**.

Profile

A. Road Network

Nestled in the Yellowstone River valley, Livingston is served by a well-connected transportation system. The City of Livingston is situated along Interstate Highway 90 (I-90). I-90 connects Livingston to the larger population centers of Billings (east) and Bozeman (west). U.S. Route 89 (US-89) intersects with I-90 south of the City and connects Glacier National Park to the north with Yellowstone National Park to the south.

Livingston contains approximately 75 lane miles of roadway, and a network of alleyways in its central neighborhoods that are reminiscent of the City's historic development pattern. The National Functional Classification (NFC) system is used to determine the level of importance placed on each road within a planning area. The three levels of classification are:

1. Arterial highways
2. Collector Streets
3. Local roads

These classifications represent a balance between mobility and access. Arterial highways have the highest degree of mobility and a low degree of access, whereas local roads are the inverse. Collectors represent a moderated balance between mobility and access. Factors involved with functional classification include efficiency of travel, access points or control, speed limit, route spacing, usage (average daily traffic or vehicle miles traveled), number of lanes, and regional/statewide significance. Functional classification is important for program and project prioritization, asset management, safety programs, highway and bridge design, traffic control, access management, and maintenance. The road network and the functional classifications of roadways are shown on **Exhibit 8.1**.

B. Traffic Counts

Over the last decade, Livingston has seen an overall increase of traffic on a majority of the highways and major city streets. According to Montana Department of Transportation (MDT) traffic data, Livingston experienced growth of over 10 percent on several major roads within the City. Traffic levels also grew along the I-90 corridor between the US-10 exit and US-89/Park Street exit (**Table 8.1**).

Table 8.1: Traffic Counts 2015-2018

Location	2015 Count	2018 Count	Percent Change
I-90: Between US-10 & US-89	12,840	17,257	+ 34.4%
US-89: South of I-90 interchange	7,480	7,737	+ 3.4%
Park St: North of I-90 interchange	10,860	12,043	+ 10.9%
US-10: West of Park St.	4,940	5,470	+ 10.7%
Park St: East of Main St.	9,360	9,846	+ 5.2%
Park St: East of Old Clyde Park Rd.	2,960	4,855	+ 64.0%
Gallatin St: Between G & H Streets	2,550	2,856	+ 12.0%
Front St: Between 9th & 10th Streets	2,720	2,857	+ 5.0%
Main St: At railroad underpass	4,080	5,468	+ 34.0%
Old Clyde Park Rd: At-grade railroad crossing	2,480	2,933	+ 18.3%
5th St: At-grade railroad crossing	6,710	5,905	- 12.0%

Source: MDT, 2018

Traffic heading to the northside of Livingston was concentrated at the Main Street underpass and the Old Clyde Road at-grade railroad crossing east of downtown. Park Street experienced significant increases in traffic along the entire corridor, with larger increase north of the I-90 interchange and on the east side of the City, near the hospital. Truck and bus traffic on the local interstates comprise about 11 percent of overall traffic, with lower rates in town.

C. Vehicle Trips/Miles Traveled

Daily Vehicle Miles Traveled (DVMT) is a simple mechanism to measure how much traffic is flowing along a roadway during an average 24-hour period. This simple formula multiplies Average Annual Daily Traffic (AADT) by the length of the roadway. For Park County, the total Daily Vehicle Miles Traveled was 800,233, based on 2018 traffic data. Of this total, 116.952 DMVT, or 14.6 percent, were on local roads (Source: MDT, 2018). This is highly reflective of the primarily rural nature of the County and the compact size of cities, such as Livingston.

D. Roadway Safety

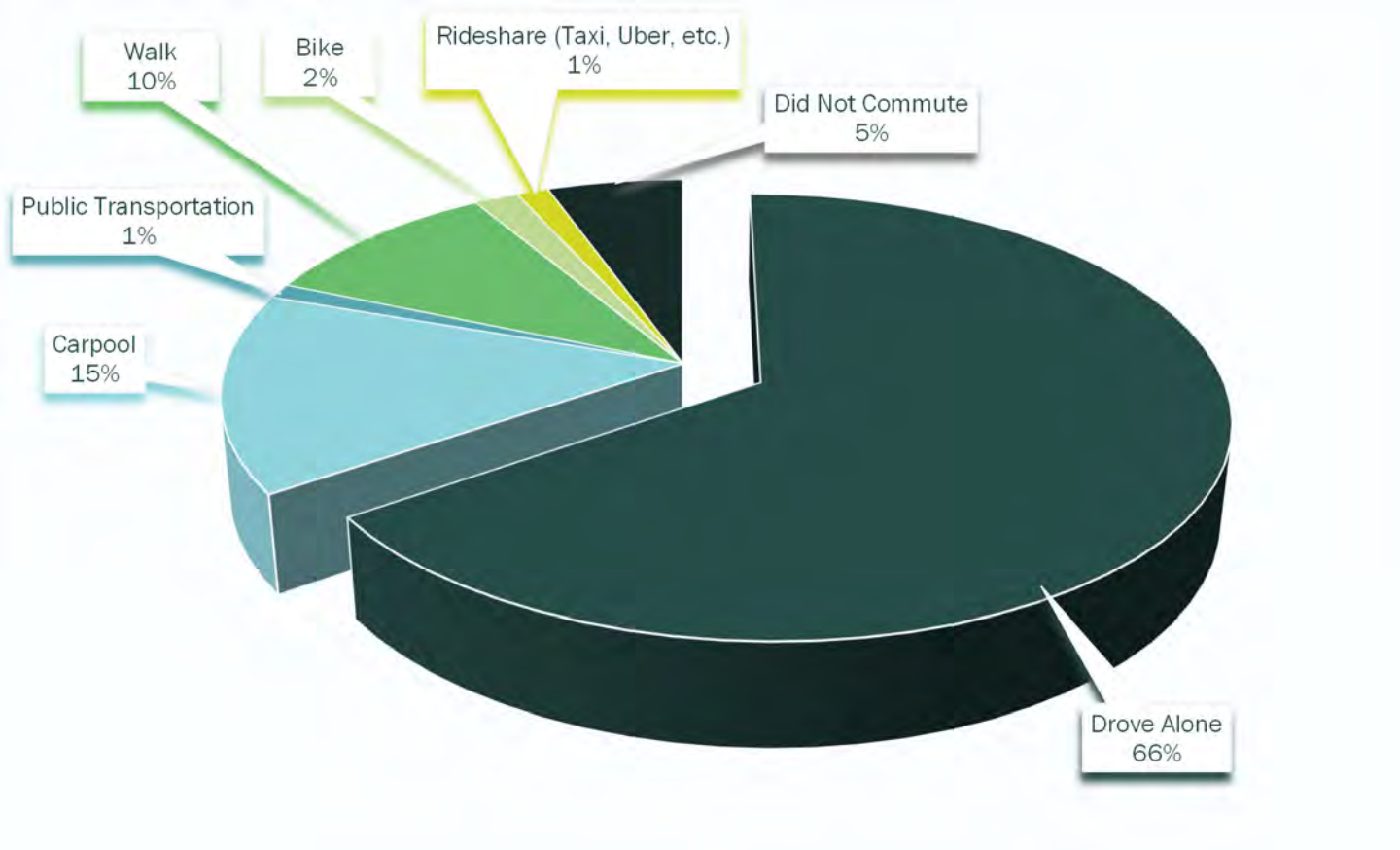
Between January 1, 2016 and December 31, 2018, there were 64 crashes reported within Livingston. One crash (1.6 percent) resulted in a serious or incapacitating injury. Another nine crashes (14 percent) resulted in minor or suspected injuries. The remaining 54 crashes (84.4 percent) did not result injuries and were classified as Property Damage Only (Source: MDT, 2018).

Montana's Department of Transportation has developed a statewide initiative to reduce traffic fatalities and serious injuries. Montana's Vision Zero is based on a national campaign and adapted to incorporate relevant policies to the traffic situations found in the largely rural state. This initiative was started in 2014, and focuses on education, enforcement, engineering, and emergency response (Source: MDT, 2014). With a major Interstate, and major U.S. highway intersecting near the City, Livingston is one of many focal points to ensure Montana's highways are safe for all users.

E. Commuting Patterns

Based on 2018 ACS Community Survey data, two-thirds of commuters reported driving alone to work with an additional 15 percent reporting that they carpooled (with one or more passengers) (**Figure 8.1**). Pedestrians make up 10 percent of the commuting population, with the remaining nine percent biking, using public transportation, ridesharing, or not commuting at all (working from home). Commuting types in Livingston differ greatly from U.S. averages in which 76 percent of commuters reported driving alone, nine percent reported carpooling, five percent reported taking public transportation, three percent reported walking, and less than one percent reported bicycling.

Figure 8.1: Reported Commute Types in Livingston



Source: U.S. Census Bureau, 2018 ACS

F. Transportation Choices

As shown in the previous section, over 80 percent of commuters rely on the roadways to commute using private vehicles. According to 2018 Census estimates, only 2.1 percent of residents reported not having a vehicle available. Nearly 70 percent of households reported having two or more vehicles available.

G. Transit Information & Policies

Park County provides public transit services through the Windrider Transit system. General public transit and paratransit services are available within Livingston City limits. These services are available from 6:15 am through 6:15 pm, Monday-Friday. There is no service on weekends or holidays. Windrider provides a free, fixed route service to residents of Livingston. Additional services are available for senior citizens and persons with disabilities throughout Park County, Montana. All vehicles are ADA-accessible and equipped with wheelchair lifts. Windrider fixed route service connects neighborhoods on both sides of the railyard, linking residents to downtown, parks and recreational areas, Livingston HealthCare (hospital), and commercial areas south of the I-90/US-89 interchange. Transit policies are

maintained on the County government's website (Source: Park County, 2017).

Additional mobility services are provided by Amazing Taxi, Angel Line, North of Yellowstone Shuttle & Charter, Streamline Transportation, Uber, and Lyft.

H. Active Transportation

Throughout the downtown area, and surrounding residential areas, bicycles share the road with motorized traffic. There is no dedicated bike lane over either at-grade railroad crossing, though bicycles are permitted to be walked on the sidewalk through the railroad underpass on Main St. Sidewalks are present throughout downtown and a majority of the surrounding residential districts. However, some neighborhoods have incomplete sidewalk networks, and others lack sidewalks entirely. See the Transportation Choices Map (**Exhibit 8.2**) for the location of active transportation facilities.

- Additionally, recreational bicycle and pedestrian trails are located throughout the City, separated from motorized traffic, as noted in the Parks and Trails Map (**Exhibit 8.3**).

I. Rail

Passenger rail transportation is not currently available in Livingston. The nearest Amtrak station is in Shelby, Montana, over 250 miles north of the City. In the 2010 Montana Rail Plan, potential expansion of passenger rail services to a southern Montana route were analyzed. The cost of a proposed expansion of service between Billings and Missoula was forecast to cost over $159 million, owing mostly to the lack of rolling stock owned and operated by Amtrak ($95 million). The study, conducted by Amtrak, noted the use of the current Livingston Depot as a possible station site.

Montana Rail Link (MRL) is a Class II regional railroad that serves Livingston and is bookended on either end of the line by Burlington Northern Santa Fe Railway (BNSF), a privately held Class I railroad serving the western United States. Livingston is on Subdivision 2, connecting Helena to Laurel. This subdivision features a single track mainline throughout and is controlled by Centralized Traffic Control. Positive Train Control (PTC) has not been installed or implemented (Source: MDT, 2010).

MRL handed over 440,000 carloads of cargo systemwide in 2019. The railroad was also studied in the 2017 Montana Rail Plan and found that over half of all shipments pass through the state, neither originating nor terminating in Montana. This plan also discovered the amount of cargo shipped through the state has increased annually since the Great Recession (Source: Montana Rail Link, 2019).

J. Aviation

The nearest airport is Mission Field Airport, located six miles southeast of Livingston, along I-90. This general aviation airport has a 5,701-foot paved runway and two grass runways. The nearest airport with commercial aviation service is Bozeman Yellowstone International Airport, located 35 miles west of Livingston, along I-90.

According to an economic impact study in 2016, Mission Field had a direct impact of $1.7 million in the local economy and a spin-off effect of nearly $3 million. Recreational flying, agricultural spraying, emergency operations, and training were among the top uses of the airport annually (Source: MDT, 2016).

K. Transportation & Land Use Relationship

The City of Livingston is bisected by the Montana Rail Link railroad and its classification yard, immediately north of downtown. This railyard presents a challenge to residential or commercial development, as there are only three crossings, two located near downtown and one on the east side of the City. The south side of the City is restricted by the Yellowstone River and I-90/US-89 and elevation changes as US-89 heads south towards Yellowstone National Park.

Current commercial development is in downtown Livingston and along US-10, which runs east to west through the downtown area. Residential areas surround the downtown area and expand north of the railyard. Light industrial uses surround the railyard and are also present south of the US-89/I-90 interchange south of the City, served by a rail spur.

Additional studies have analyzed US-89 between Livingston and Gardiner (Yellowstone) and the northside of Livingston. The US-89/Paradise Valley study documented a higher-than-average crash rate and a lack of safe passing zones for motorists along the corridor. Additional challenges such as roadway geometrics and design were also considered. Countermeasures were considered and proposed in the final report (Source: MDT, 2014).

Exhibit 8.1: Road Network

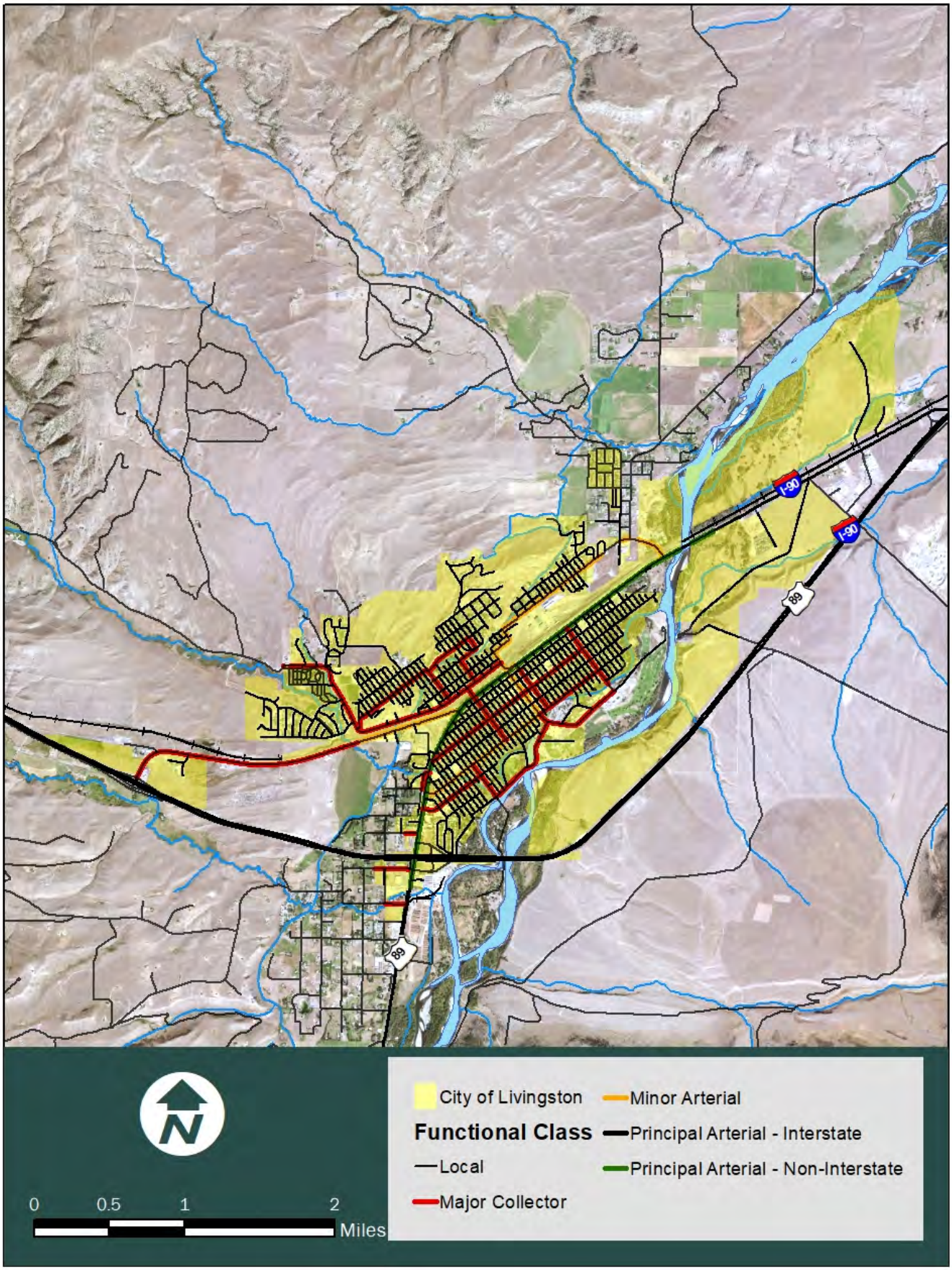


Exhibit 8.2: Transportation Choices

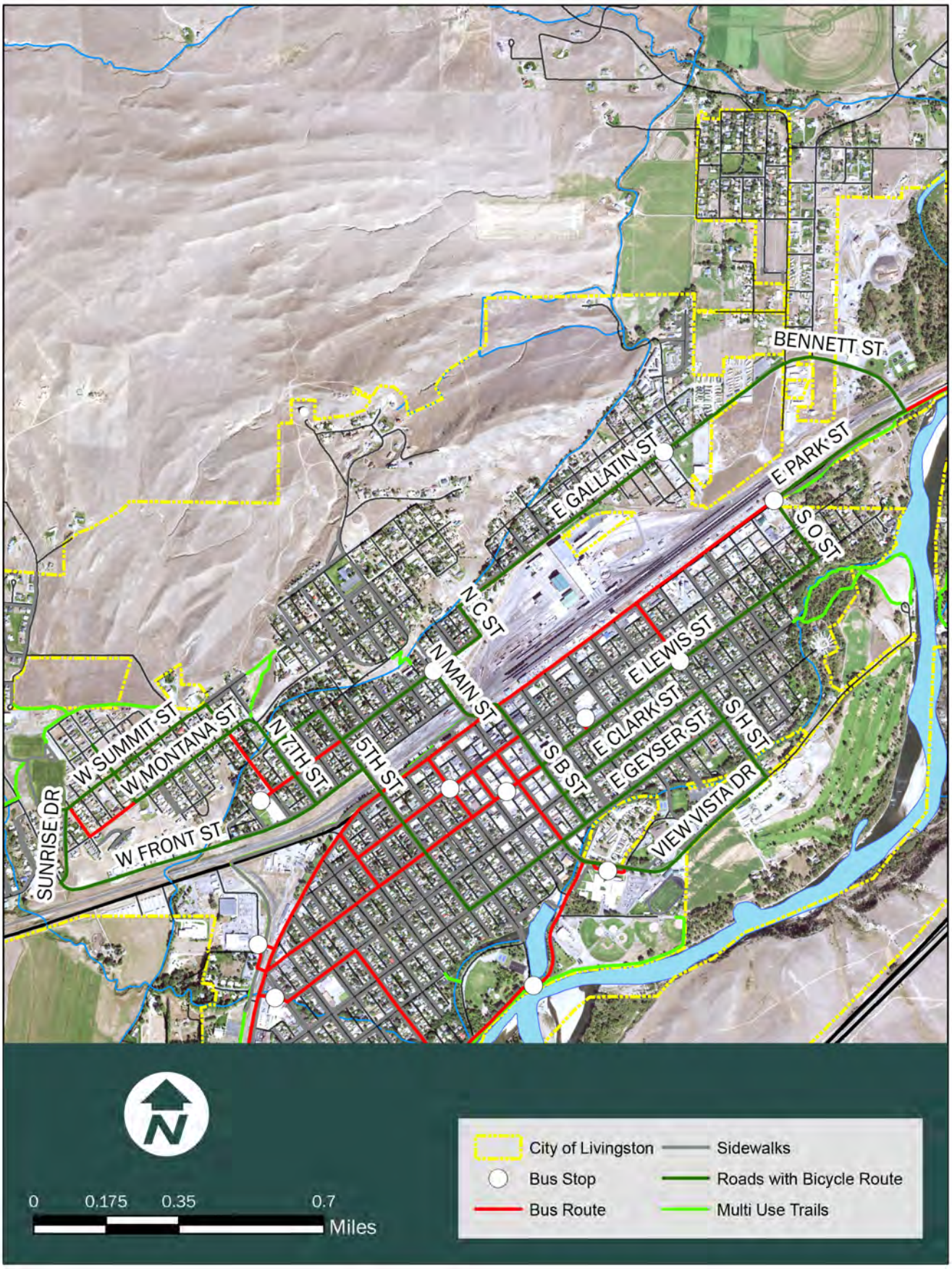
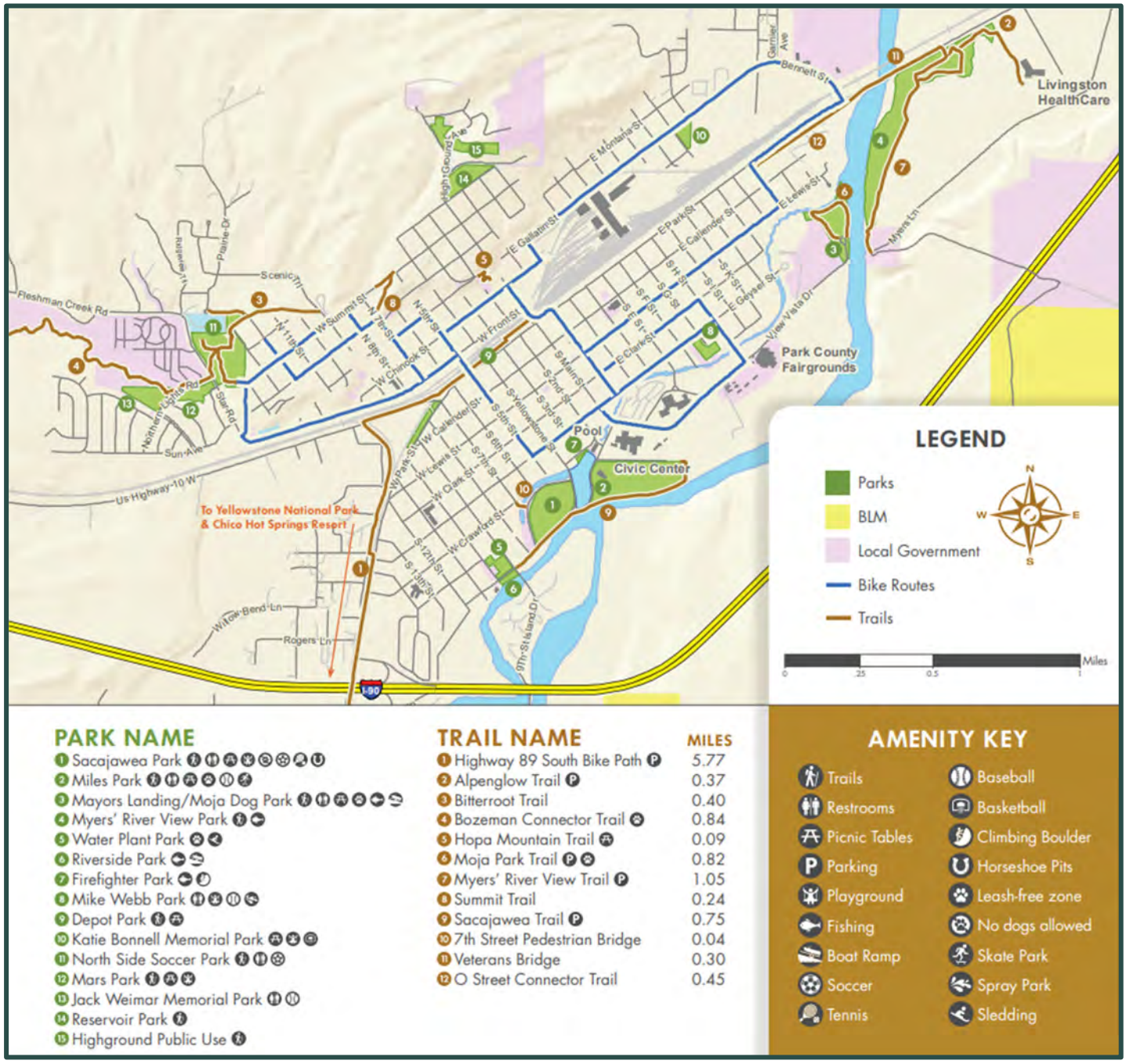


Exhibit 8.3: Parks and Trails



PARK NAME

1. Sacajawea Park
2. Miles Park
3. Mayors Landing/Moja Dog Park
4. Myers' River View Park
5. Water Plant Park
6. Riverside Park
7. Firefighter Park
8. Mike Webb Park
9. Depot Park
10. Katie Bonnell Memorial Park
11. North Side Soccer Park
12. Mars Park
13. Jack Weimar Memorial Park
14. Reservoir Park
15. Highground Public Use

TRAIL NAME

	MILES
1 Highway 89 South Bike Path (P)	5.77
2 Alpenglow Trail (P)	0.37
3 Bitterroot Trail	0.40
4 Bozeman Connector Trail	0.84
5 Hopa Mountain Trail	0.09
6 Moja Park Trail (P)	0.82
7 Myers' River View Trail (P)	1.05
8 Summit Trail	0.24
9 Sacajawea Trail (P)	0.75
10 7th Street Pedestrian Bridge	0.04
11 Veterans Bridge	0.30
12 O Street Connector Trail	0.45

AMENITY KEY

- Trails
- Restrooms
- Picnic Tables
- Parking
- Playground
- Fishing
- Boat Ramp
- Soccer
- Tennis
- Baseball
- Basketball
- Climbing Boulder
- Horseshoe Pits
- Leash-free zone
- No dogs allowed
- Skate Park
- Spray Park
- Sledding

Source: City of Livingston, 2020

Goals, Objectives & Strategies for Growth

Goal 8.1: Improve pedestrian and bicycle safety within the City.

Objective 8.1.1: Ensure trail and sidewalk connectivity within and around the City.

Strategy 8.1.1.1: Adopt an ordinance requiring sidewalks on new developments within City limits.

Strategy 8.1.1.2: Evaluate the creation of a matching fund to assist local property owners to rehabilitate existing sidewalks, as needed.

Strategy 8.1.1.3: Explore the creation of a special improvement district (SID) to fill gaps in the existing sidewalk infrastructure.

Strategy 8.1.1.4: Create a process to explore connectivity between City trails and parks to the larger outlying trails network.

Strategy 8.1.1.5: Consider installing outlets for pedestrians and bicyclists in cul-de-sacs and dead-end streets.

Strategy 8.1.1.6: Implement the recommendations made in the active transportation plan of the City.

Objective 8.1.2: Make streets safe for all modes of transportation when planning for future developments and rehabilitation of existing transportation infrastructure.

Strategy 8.1.2.1: Explore developing roadway standards that accommodate bike/auto/pedestrian and transit.

Strategy 8.1.2.2: Identify primary pedestrian and bicycle corridors and conduct walk/bike audits along identified corridors to determine necessary upgrades.

Strategy 8.1.2.3: Conduct walk and bike audits to assess ADA accessibility throughout the City, including within the City parks and trails system.

Objective 8.1.3: Develop a Safe Routes to School Travel Plan for the City.

Strategy 8.1.3.1: Partner with the Montana Department of Transportation, regional, and local partners to develop a Safe Routes to School plan for the City's schools.

Objective 8.1.4: Review & update the land use plan to reflect the ability of the transportation system to maintain an acceptable level of mobility.

Strategy 8.1.4.1: Update the Future Land Use Map based on future transportation improvements.

Goal 8.2: Create a complete and well-maintained transportation network within the City.

Objective 8.2.1: Improve traffic flow to the north side of the City in accordance with the Future Land Use Map of this Growth Policy.

Strategy 8.2.1.1: Provide safe and accessible crossings for pedestrians and bicyclists across railroad tracks.

Objective 8.2.2: Develop additional grade-separated crossings to serve areas of planned growth.

Strategy 8.2.2.1: Pursue state and federal transportation funding sources to develop safe, grade-separated facilities to cross over railroad tracks.

Strategy 8.2.2.2: Partner with Montana Rail Link to determine when railroad maintenance is occurring in targeted crossing locations to reduce costs on all entities.

Strategy 8.2.2.3: Reevaluate and amend the 2017 Northside Transportation Plan in relation to the updated Future Land Use Map of this Growth Policy.

Objective 8.2.3: Require road and multi-use trail and/or sidewalk connections to existing and future developments.

Strategy 8.2.3.1: Ensure zoning ordinance and subdivision regulations require multi-use trail and/or sidewalk connections to existing and future development.

Strategy 8.2.3.2: Require that right-of-way is dedicated to the City during the subdivision review approval process.

Objective 8.2.4: Ensure that bicycle, pedestrian, and trail connectivity is evaluated in all requests for modification or abandonment of public rights-of-way or access easements.

Strategy 8.2.4.1: Update related policies or codified processes to reflect this evaluation effort.

Objective 8.2.5: Develop financing mechanisms that will encourage federal, state, and private sector investment.

Strategy 8.2.5.1: Evaluate the effectiveness of developing a Joint Economic Development District (JEDD) with the County.

Strategy 8.2.5.2: Evaluate the effectiveness of using a Special Improvement District (SID) to improve unpaved streets.

Objective 8.2.6: Support the Big Sky Passenger Rail Authority (BSPRA) in bringing passenger rail back to Livingston.

Strategy 8.2.6.1: Support the BSPRA in seeking private, state, and federal funding.

Strategy 8.2.6.2: Ensure any future passenger rail service stops in Livingston.

Objective 8.2.7: Prioritize existing roadways and utility infrastructure to ensure connectivity and avoid leapfrog development.

Strategy 8.2.7.1: Prioritize roadway construction or improvements in areas that have been dedicated as mixed use or higher density in the Growth Policy.

Strategy 8.2.7.2: Ensure that all transportation modes are provided for when constructing new roadways, including: sidewalks, bikeways, and vehicular and public transit rights-of-way.

Strategy 8.2.7.3: Carefully assess the induced demand impacts of transportation improvements, providing these improvements strategically for intended growth, not in response to development that is out-of-step with the goals of the Growth Policy.

Objective 8.2.8: Provide safe roads for people and wildlife.

Strategy 8.2.8.1: Partner with the Montana Department of Transportation and other agencies to reduce the risk of wildlife-vehicle collisions in and around Livingston.

Objective 8.2.9: Mitigate road closure and construction impacts on traffic congestion.

Strategy 8.2.9.1: Explore alternatives to congestion on Park Street when I-90 is closed, and continue to work with Montana Department of Transportation.

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

9 | Public Facilities

Introduction

The City and its partners offer a variety of utilities and other public facilities – such as parks – to the community. While some utilities have ample capacity and coverage areas to serve the current population and businesses, others are not as comprehensively distributed and utilized.

The following profile describes the utilities available within the City of Livingston, and existing efforts to study their capacity and meet the needs of the community. A set of related goals, objectives, and strategies for growth are outlined thereafter.

A discussion on public facilities in the ETJ can be found in **Appendix A: Extra-Territorial Jurisdiction Plan**.

Profile

A. Public Wastewater Facilities

The City's wastewater collection system was originally installed in 1922. Over the past century, a number of extensions have been completed. Currently, the City's collection system consists of roughly 50 miles of gravity mains and six lift stations with associated force mains. The City has been working to replace aging sanitary mains over the past decade. Recent capital improvement projects (CIP) regarding the City's sanitary system are summarized in **Table 9.1**.

The City of Livingston's Wastewater Treatment Plant is located between Bennett Street and the Yellowstone River, just north of the railroad tracks. The facility had been referred to as a wastewater treatment plant (WWTP) for many years. The WWTP underwent upgrades that will be a meaningful step forward for the facility, and the system is hereafter referred to as the Livingston Water Reclamation Facility (WRF), in order to recognize the significant improvements and to better align with current terminology.

Sections of the City's existing collection system are at or near capacity: 75 percent pipe capacity. As the community grows and sanitary flows continue to increase, issues associated with capacity will worsen. Although the City of Livingston and Park County have experienced minimal population growth in recent years, the neighboring Gallatin County has seen a drastic population boom. The increase in residents in the City of Bozeman is likely to occur similarly within the City of Livingston. The sewer collection preliminary engineering report anticipates an annual growth rate of 2.6 percent to use as a planning figure for increase in sanitary flows, resulting in a design average day flow of 1.44 MGD in 2040. This will nearly double the sanitary flows, not associated with I/I, over the next 20 years. Furthermore, the City is expecting growth along West Park Street. The anticipated increased flows are expected to exceed the design capacity of the Centennial lift station. Worst case growth rates are used to ensure sewer capacity for the residents of the community. Conservative growth estimates for sanitary flow could lead to catastrophic failure of the sewer collection system.

Table 9.1: Sanitary Sewer Capital Improvement Projects

Year	Description
2011	Sanitary Sewer Replacement ▸ Callendar-Park Street Alley, 3rd Street to B Street ▸ 3rd-2nd Street Alley, near Callendar Street ▸ 2nd-Main Street Alley, near Callendar Street ▸ Main-B Street Alley, near Callendar Street.
2014	Sanitary Sewer Replacement ▸ 9th-10th Street Alley near Geyser Street ▸ G-H Street Alley, near Park Street ▸ M-N Street Alley, near Lewis Street

Year	Description
	▸ 2nd-3rd Street Alley, near Summit Street ▸ 3rd-Yellowstone Street Alley, near Summit Street
2015	Sanitary Sewer Replacement ▸ Main Street-B Street Alley, Callendar Street to Geyser Street
2018	Sanitary Sewer Replacement-Downtown CIP ▸ Main Street, Callendar Street to Lewis Street
2019	Sanitary Sewer Replacement-Downtown CIP ▸ Main Street, Lewis Street to Geyser Street ▸ Clark Street, 2nd-Main Street Alley to B-C Street Alley ▸ 5th Street to 8th Street Alley Sewer

Over 100 properties in the City utilize septic systems. They are mostly located in the southern half and north-eastern corner of the City, with a concentration in the Green Acres, southeastern, and Fleshman Creek neighborhoods.

B. Water Supply

Public Water Supply

The City of Livingston provides water service to residents within and outside the City limits. **Exhibit 9.1** shows the extent of current water service. This information is also available on the City's website as an Interactive Online Map.

The municipal water system for the City of Livingston was originally constructed around 1913- 1917. The original water supply source was surface water from the Yellowstone River, and the distribution system consisted of 4-inch cast iron, lead joint water mains. To meet water quality requirements, a water treatment plant was constructed with the first water system to treat the domestic surface water supply. Over time, the water plant became outdated and costs to maintain the plant became prohibitive. As a result, the City of Livingston phased out the surface water source and treatment plant in the mid 1950's by drilling groundwater wells. The water right to the surface water diversion was transferred to a recreational use water right and is now used to fill the Sacajawea Park Lagoon as a part of the City Park system. The treatment plant is no longer in use or owned by the City.

The groundwater source for the City of Livingston municipal water system was provided in 1955 when three wells were drilled. To accommodate growing water demands, three additional wells were drilled between 1965 and 1972. In the late 1980's, it was discovered that there was the potential for contamination of two wells as a result of fuels and solvents used in nearby railroad activities. These two wells were abandoned, and BNSF drilled two new wells for the City of Livingston in 1992: The Clinic Well and the Billman Well. In addition to these wells, the City has three storage reservoirs: a one-million-gallon reservoir constructed in 1949, a two-million-gallon reservoir constructed in 1975, and a 90,000-gallon reservoir constructed in the late 1970's. **Table 9.2** provides a summary of the source and storage improvement projects that have taken place within the City's municipal system.

Table 9.2: Water Source and Storage Improvement Projects

Year	Project
1913-1918	Surface Water Intake Structure
1949	1MG Storage Reservoir
1955	'D' Street, 'L' Street, Werner Street Wells
1965	Clarence Street Well
1974	'B' Street and 'Q' Street Wells
1975	2MG Storage Reservoir

Year	Project
1981	Well Improvements
1987	Clarence Street Well Overhaul
1992	Billlman Well and Clinic Well (replacement of abandoned 'L' and 'Q' Wells)
1995	'B' Street and 'D' Street Well Rehab
1996	Clarence Street Well Rehab
1998	Werner Street Well Rehab
2002	'D' Street Well Rehab
2006-2008	'D' Street Well Rehab
2007	Werner Street Well Rehab
2012	New SCADA System

Significant expansion and improvement projects have taken place within the distribution system since the first 4-inch lines were constructed. The majority of the 6-inch water mains within the City were constructed in the 1950's and 1960's, 8-inch lines were added in the 1970's, and new construction of larger diameter infrastructure and pipe upsizing projects took place more recently. The 2020 Livingston Water Master Plan analyzed and provided recommended improvements to the water system for the next 20 years.

Livingston sits over the Livingston Aquifer. Wells drilled in the area yield 10 gallons per minute (gpm) to 1,000 gpm with a common production of 50 gpm. The public wells in Livingston range in depth from 33 ft. to 78 ft. and yield 400 to 700 gpm. The City has a permitted pumping capacity of 4,040 gpm.

A list of the significant recommended improvements is provided below. They are placed in order of priority as determined by need. Improvements to the existing system generally are given higher priority than improvements needed for future development and expansion of the water system. The one exception is the new improvements to the water system on the east side of the Yellowstone River. A well and storage tank would essentially provide a stand-alone system for the Hospital critical care should the pipe that crosses the river underneath Veteran's Bridge ever be out of service.

1. West Underpass Crossing Loop $ 3,000,000
2. Hospital Crossing Loop $ 2,800,000
3. 1 MG Tank Isolation Valve Project $ 246,000
4. Bennett Street Loop Connection $ 360,000
5. New Municipal Groundwater Well #7 (Hospital) $ 1,500,000
6. 6th Street 6" Main Railroad Crossing Replacement $ 250,000
7. Green Acres Subdivision Connection $ 445,000
8. Replace 4" Mains $ 10,700,000
9. Replace 6" Mains $ 29,500,000

Source Water Protection

Source water protection efforts aim to ensure quality drinking water. The City of Livingston and the Montana Department of Environmental Quality (DEQ) have focused efforts on assessing and managing water quality in order to protect source water.

The source water protection areas for the City of Livingston public water system were studied as part of the 2011 Source Water Delineation and Assessment Report (SWDAR). The purpose of delineation was to map the source of Livingston's drinking water and to define areas within which to prioritize source water protection efforts. One-hundred-foot radius control zones were delineated for each public water system source. An inventory of potential contaminant sources was conducted to assess the susceptibility of Livingston's wells to contamination and to provide a basis for source water protection planning. The susceptibility of the six public wells ranged from moderate to very high and include the following threats:

- Leaks from sewer line or septic tanks
- Storm water run-off
- Leaking underground storage tanks
- Accidental spills on transportation routes
- Pesticides and fertilizers from crop land
- Livingston Rail Yard groundwater cleanup site. A plume containing chlorinated VOCs is migrating to the east and does not present a direct threat of contamination

In 2019, The Montana Department of Environmental Quality (DEQ) completed the 2018 Water Quality Integrated Report (WQIR) which describes the quality of surface water for safe drinking, protection, and propagation of wildlife, and for safe recreational and other uses. The WQIR targets waters that are suspected to be impaired; this includes the upper Yellowstone River from Bighorn River upstream to above Livingston. Analyses and recommendations within the SWDAR and WQIR are required to be implemented, can be useful to planning for the growth of Livingston, and will be considered in the recommendations for the Growth Policy.

C. Storm Water Management

Storm water runoff poses both flooding and pollution threats. Flooding can be a hazard to property, the transportation system, people, and wildlife. Non-point source pollution can infiltrate drinking and recreational water resources. The 2017 City of Livingston Strom Drainage Study assessed the existing drainage systems throughout the City for their capacity and problem areas and causes of flooding. The City prioritizes education to the public on the importance of storm water management.

The main conclusion of the study was that updates to the storm sewer network are needed to adhere to MS4 requirements. The City is currently exploring the option of creating a stormwater utility to fund stormwater projects. Future construction may consider upsizing the lines to increase system capacity, implementing non-structural and structural Best Management Practices to allow sediment to settle and help remove pollutants from runoff, and increase the quality of inlets to help reduce runoff traveling through the roadway networks.

D. Parks – Recreation

The City's Recreation Department provides area residents the opportunity to participate in a variety of educational and recreational activities. Available activities have included organized sports such as Youth Basketball, Adult Basketball, Adult Volleyball, Youth Soccer, Pickleball, Floor Hockey and various martial arts. Also provided are seasonal activities such as fly-fishing camp, open gym, skate night, summer enrichment programs, garden club, art in the park and various flea markets. The Recreation Department has also provided enrichment arts activities such as beginner painting, drawing, holiday gift making and other arts and crafts. The Recreation facility is also a venue for parties, weddings and other large community events and provides a large, safe indoor space for walking and parent and tot play time. This department also organizes and oversees community events and provides support for the weekly Farmers Market during the summer. The department has completed and implemented an interactive plan to provide consistent year-round programming for all members of the community.

The City of Livingston completed a Parks and Trails Master Plan in 2010. The Plan assessed the park space within the City and determined that it serves the community's needs. The Plan assures that with the City's growth includes a strategy for developing open space systems and maintaining a high level of quality of existing facilities and amenities.

Impact fees are collected for future improvements. The subdivision regulations have land dedication requirements (or fees in-lieu-of) to maintain the level of service for new growth. Additional information on trails can be found in the Transportation section (p.59).

Table 9.3 lists the parks within the City by type and size. The Parks and Trails Master Plan included a comparative analysis of assessing Livingston's parks, open spaces, and trails against other cities, showing that the City offers above average park space.

Table 9.3: Parks within the City of Livingston

Name	Size
Sacajawea Park	15 Acres
Miles Park Lagoon	7.4 Acres
Miles Park Athletic Complex	16.5 Acres
Water Plant/Riverside Park	2.2 Acres
Mars Park	3.5 Acres
Katie Bonnell Memorial Park	1.9 Acres
Mike Webb Park	2.4 Acres
Reservoir Park	5.5 Acres
Highground Public Use Area	2.5 Acres
Green Acres Park	3 Acres
Depot Park	2.6 Acres
North Side Park	18.8 Acres
Jack Weimer Memorial Park	5.9 Acres
Moja Park	35 Acres
Bozeman Park	0.06 Acres

E. Energy Sources & Renewable Energy

The City of Livingston is served by two electric providers: Park Electric Cooperative provides electric service primarily in the unincorporated areas and north-western area of the City, and Northwestern Energy provides electric and natural gas service primarily within the City limits. Both utilities have ample capacity to provide service to additional customers. Renewable energy options available to residents of Park County include:

Park Electric Cooperative

- Small renewable energy systems can be interconnected to the grid or used in a standalone application
- Partnership with Basin Electric Power Cooperative's PrairieWinds to invest in green energy.
- Educational solar array installed by Harvest Solar located at Park Electric Cooperative offices.

Northwest Energy

- Solar – Community projects in Bozeman, Missoula, and Deer Lodge
- Wind – Wind farms near Great Falls & Two Dot
- Net metering – Private solar arrays can interconnect to grid through net metering

Several public buildings, including the Water Reclamation Facility, new City Hall, Park High School. Livingston Public Library, and Yellowstone Gateway Museum, and over 50 local residences in Livingston utilize on-site solar power.

Figure 9.1: Park Electric Cooperative



Source: Park Electric Cooperative Facebook

F. Solid Waste and Recycling

Solid waste disposal for the City consists of the Livingston Transfer Station. The City of Livingston collects solid waste from approximately 3,600 homes and businesses using automated garbage trucks. In addition to typical waste collection, the City offers the "green can" program for the curbside collection of yard waste. The City also maintains a compost pile consisting of digested sludge and wood waste. Park County delivers garbage from their green box sites to the City transfer station. All garbage delivered to the transfer station is ultimately hauled by truck to a landfill in Great Falls.

The City offers a variety of recycling options. Residents are asked to bring recyclables to the Transfer Station. Currently, the City accepts #1 & #2 plastics, glass, aluminum, paper, and cardboard. The 2017 City of Livingston Solid Waste System report makes recommendations for changes to recycling services and protocol.

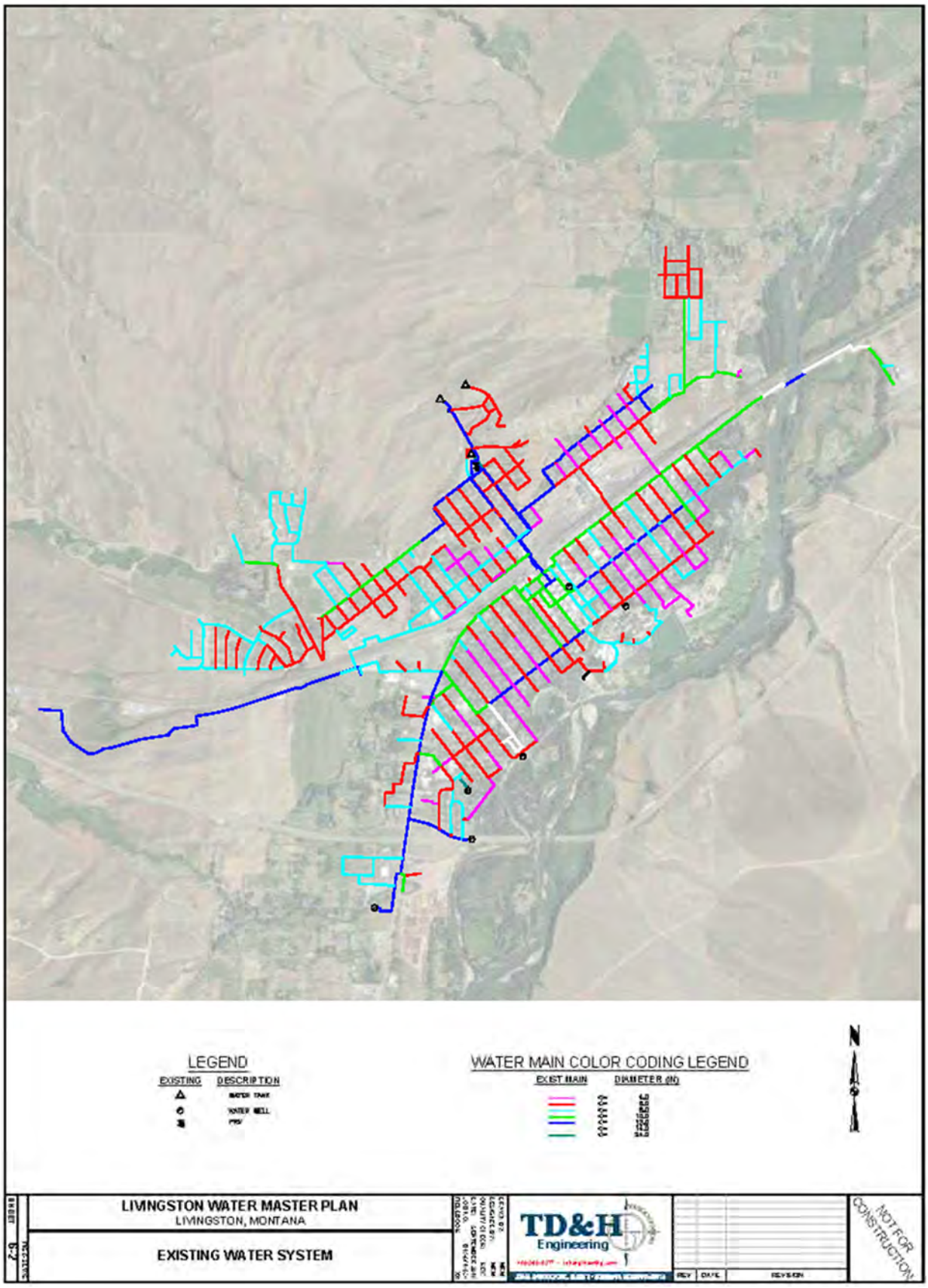
The Solid Waste Fund for Livingston is an enterprise fund with three major revenue sources: residential charges, user fees for commercial stops, and over the scale disposal. Residential garbage and green can fees are set amounts paid each month. Commercial garbage fees are assessed by weight per stop, and also must be paid monthly. Over the scale fees are assessed by weight and are paid at the scale facility.

G. Broadband Services

According to the 2019 Federal Communications Commission (FCC) data, properties within the City have access to cable, ADSL, and satellite broadband networks, and limited access to fiber networks. Speeds generally range between 2-940 Mbps down and 1.3-100 Mbps up. Please note that it is important to check FCC and provider websites for current service offerings as companies continuously upgrade their networks and offerings.

While most households within the City have access to 100 mbps download speeds, 250 mbps download speeds are beginning to be available in Livingston. Nationally, 73 percent of households had access to 250 mbps service and 26 percent of households has access to fiber-to-the-premise services. Livingston, by comparison, has limited fiber access in the residential and commercial areas. Fiber has the ability to accommodate growing demand for faster broadband speeds and upload speeds are the equivalent of download speeds Due to the topography, Livingston also lacks complete redundancy in the backbone network, and this can result in occasional service outages. It is also important to recognize that high speed internet access is not readily available in the outskirts of the City and surrounding areas.

Exhibit 9.1: Existing Water System



Source: Livingston Water Master Plan, 2020

Goals, Objectives & Strategies for Growth

Goal 9.1: Develop infrastructure to enhance community services and improve public safety for Livingston residents.

Objective 9.1.1: Enhance information and communication connectivity in Livingston.

Strategy 9.1.1.1: Advocate for increased availability of broadband internet by collaborating with outside partners and resources.

Strategy 9.1.1.2: Conduct a Cost-Benefit Analysis to identify the most feasible solution given Livingston's topography, such as consideration of blended Fiber and the Fixed wireless technologies.

Strategy 9.1.1.3: Review codes to promote "open trench" and "dig once" policies to facilitate broadband deployment.

Objective 9.1.2: Implement technologies that improve the capacity and effectiveness of all water-based systems.

Strategy 9.1.2.1: Reduce the risk of flooding and pollution threats through proactive and innovative stormwater management programs.

Strategy 9.1.2.2: Explore the creation of a City stormwater utility.

Strategy 9.1.2.3: Encourage development of bioswales and other green solutions during road rehabilitation and other infrastructure projects.

Strategy 9.1.2.4: Ensure adequate water supply to meet current and future demand.

Strategy 9.1.2.5: Coordinate sanitary sewer replacement and wastewater system expansion with increase in growth.

Strategy 9.1.2.6: Promote water conservation strategies.

Objective 9.1.3: Develop an integrated and efficient solid waste management system.

Strategy 9.1.3.1: Conduct a community waste assessment to discover opportunities for solid waste reduction.

Strategy 9.1.3.2: Develop an internal policy and guidelines for waste reduction and recycling expansion in coordination with the County.

Strategy 9.1.3.3: Promote at-home recycling and community composting initiatives to divert waste from landfills.

Strategy 9.1.3.4: Evaluate creating a citywide compositing and curbside recycling program.

Strategy 9.1.3.5: Create a community education initiative to reduce confusion and promote effective recycling.

Strategy 9.1.3.6: Increase capacity for processing green waste to match approximate city output.

Objective 9.1.4: Prepare a reliable funding framework to ensure ongoing infrastructure improvements.

Strategy 9.1.4.1: Review existing funding sources and tools to ensure availability for improvement of existing and development of new community assets.

Strategy 9.1.4.2: Continue to secure funding sources to upgrade existing and provide new public facilities, and parks and trails.

Strategy 9.1.4.3: Consider the formation of a parks and trails maintenance district for sustainable funding of parks and trails.

Goal 9.2: Ensure adequate public parks, trails, and recreation system to support the community now and in the future.

Objective 9.2.1: Actively promote and develop, as well as maintain current, parks, trails, and outdoor recreational areas that promote Livingston's historic, natural, and cultural attributes, as outlined in the City of Livingston's Parks and Trails Master Plan.

Strategy 9.2.1.1: Identify, monitor, and protect public access to public lands and partner with others to help ensure public rights-of-ways are maintained, open, and accessible by the public.

Strategy 9.2.1.2: Seek public input and feedback on current use of the park and trails system and future capital and programing priorities.

Strategy 9.2.1.3: Review and update the current community profile and future demographic trends to ensure the level of service provided by the current network of neighborhood parks, trails and programming is adequate and equitable.

Strategy 9.2.1.4: Set a schedule to update the parks and trails map regularly to ensure accuracy and ease of use for the public.

Strategy 9.2.1.5: Encourage the continued use of public schoolyards to serve as public space while school is not in session. Work with the School District to maximize the recreational and educational benefits of schoolyards for all members of the community.

Strategy 9.2.1.6: Investigate updating the Livingston Parks and Trails Master Plan.

Objective 9.2.2: Support and promote arts and culture in the community while nurturing and attracting diverse talent.

Strategy 9.2.2.1: Advance opportunities and recognize community talent in arts, sports, and other cultural activities.

Strategy 9.2.2.2: Continue to provide public space and venues for community events and festivals.

Refer to the **Infrastructure Management Strategy** (**p.116**) for more information on achieving specific strategies that relate to infrastructure.

10 | Inter-Governmental Coordination and Collaboration

Introduction

No single government agency can fully address all the issues in the Growth Policy. Many state, county, and local agencies offer various public services and others are involved in land use, environmental, and transportation issues. Their respective activities must be coordinated to deliver efficient operations, avoid duplication of efforts, and minimize the potential for conflicts. There are already many examples of coordination, collaboration, and cooperation between agencies, including sharing information, regular meetings between public officials of agencies, and inviting comment on development proposals.

The following profile provides an overview of the history of inter-governmental coordination and collaboration efforts in which the City has been involved, as well as assumptions about future involvement in similar efforts. A set of related goals, objectives, and strategies for growth are outlined thereafter.

Profile

Livingston and Park County historically coordinated through a City-County Planning Board. A County Zoning District had been established and was managed through the Board, but ultimately became invalid after the dissolution of the Board decades ago. The City of Livingston and Park County Compact, established as an Interlocal Agreement in 2017, pursuant to Montana Code, is a current example of intergovernmental coordination between the City and County. This compact allows the City and County to cooperate with each other and "provide service and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities." See the Compact in **Appendix D**. Additional coordination will benefit the City, the County, and their residents. Similarly, coordination efforts that extend beyond the relationship between the City and County will offer additional benefits to the region and the communities and entities therein. There are many examples of collective impact groups incorporating City and County representation; these collaborations are beneficial to the community.

The coordination of planning activities may not be sufficient to achieve shared goals. Some issues may require a joint response from multiple agencies. Agencies may partner on capital construction projects, conduct joint planning processes, or enter intergovernmental agreements on a variety of issues. Intergovernmental agreements or compacts are recognized within Montana Planning statutes as a tool for the creation of joint planning boards and other issues. These documents explicitly delineate specific obligations, agreements, and cooperative efforts between entities, and the importance of collaboration between inter-governmental agencies.

The following goals, along with their associated objectives and strategies, will ensure that successful coordination will occur between the City of Livingston and its regional partners.

Goals, Objectives & Strategies for Growth

Goal 10.1: Plan for future development within the urban/rural interface.

Objective 10.1.1: Coordinate and collaborate with Park County.

Strategy 10.1.1.1: Organize and facilitate regular communication with representatives from the County and other Jurisdictions to foster interdepartmental dialogue.

Strategy 10.1.1.2: Implement the recommendations included in the Extra-Territorial Jurisdiction Plan of the 2021 Livingston Growth Policy Update. See Appendix A.

Strategy 10.1.1.3: Explore the creation of a City-County Planning Board.

Goal 10.2: Ensure seamless provision of services and amenities to residents, businesses, and visitors within the region.

Objective 10.2.1: Coordinate and collaborate with other entities on planning, funding, and implementation of projects and programs that affect quality of life in Livingston and the surrounding region.

Strategy 10.2.1.1: Gauge interest from Park County and other local jurisdictions in developing and participating in a regional planning committee to regularly coordinate and collaborate on regional opportunities.

Strategy 10.2.1.2: Communicate and collaborate with the National Park Service, Montana Fish, Wildlife, and Parks, and the National Forest Service as needed.

Strategy 10.2.1.3: Communicate and collaborate with the Montana Department of Transportation as needed.

Strategy 10.2.1.4: Communicate and collaborate with entities responsible for providing services to people experiencing hunger and/or homelessness as needed.

Strategy 10.2.1.5: Communicate and collaborate with medical and emergency services providers as needed.

Strategy 10.2.1.6: Communicate and collaborate with local school districts as needed.

Strategy 10.2.1.7: Communicate and collaborate with residents and public stakeholders as needed.

11 | Land Use Recommendations

Introduction

This chapter includes the recommendations that resulted from review of the City's zoning ordinance and subdivision regulations and suggestions by the Zoning Commission in light of the other goals, objectives, and strategies of the other topics addressed in the Growth Policy Update.

The following sections provide detailed recommendations on how to address future land use needs via updates to ordinances and regulations, and the Future Land Use Map.

Zoning Ordinance

A. Article II

- All definitions should be updated to meet the intent of the zoning code, recommendations of the Growth Policy and compliance with state, county, and local laws.

B. Remove zoning map from ordinance; replace with reference to "adopted zoning map" by City Commission.

C. Move "Site plans review" from Article VII. Development Review Fees, Sec. 2-110" to Chapter 30 – Zoning.

D. Article III-V

- Investigate updating zoning to promote affordable or employee or workforce housing. (general)
- Investigate updating zoning to discourage food deserts. (general)
- Investigate updating zoning to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse gas emissions, water use reduction, solid waste reduction, reuse of current resources, and coordination of project work to reduce disruption and waste. (general)
- Investigate updating zoning to include a neighborhood scale mixed use zoning district. (general)
- Investigate updating landscaping requirements to minimize irrigation, fire danger, and urban heat island effect. (general)
- Investigate requiring drought- and fire-resistant native plantings for all landscaping. (general)
- Investigate creating a (Conditional Use Permit) CUP process. (general)
- Investigate implementing commercial ("big box") design standards. (general)
- Investigate implementing building design standards. (general)
- Investigate regulation of short-term rental properties. (general)
- Ensure zoning district definitions, language and terms are used throughout (sec 30.30).
- Investigate height restrictions in the Central Business District (sec 30.30).
- Update list of uses (table 30.40).
- Make sure list of uses are defined (table 30.40).
- Update residential density requirements per Growth Policy recommendations (table 30.41).
- Update commercial density requirements per Growth Policy recommendations (table 30.42).
- Perform review of sign standards to meet the intent of the zoning code, recommendations of the Growth Policy and compliance with state, county and local laws including but not limited to Reed v. Town of Gilbert (sec 30.50).
- Evaluate the role of the Building Official for enforcing the sign ordinance (sec 30.50 C 8).
- Investigate the reduction of parking space requirements to promote pedestrian friendly development and environmentally sensitive parking areas (sec 30.51 table 30.51 J).

- Urban farming is becoming a sustainable practice for homeowners. Ensure existing language is adequate for homeowners to become more sustainable (sec 30.53).
- Remove the maximum buffer (sec 30.59 D 3 a) to allow for larger buffer if warranted.
- Ensure alignment with Dark Sky lighting standards and City Code of Ordinance Chapter 18 - Night Sky Protection Act (sec 30.59 E).
- Evaluate role of Building Official and Zoning Coordinator as each pertains to the enforcement and administration of the zoning ordinance (sec 30.80).
- Ensure all fees are included and cover staff and City resource costs to process each application (sec 30.93).

Subdivision Regulations

A. Recommendations:

- Carefully evaluate transportation impacts of greenfield development as part of the development review process. (general)
- Require sidewalks, and trail connections where possible, with new subdivisions. (general)
- Create Public Works Infrastructure Design Standards to incorporate into the Subdivision Regulations. (general)
- Explore requiring boulevard tree plantings with all subdivisions. (general)
- Explore watercourse and wetland setbacks. (general)
- Require a flood study if proposed development is to be located within a 100-year floodplain. (general)
- Investigate updating subdivision regulations to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse gas emissions, water use reduction, solid waste reduction, reuse of current resources, and coordination of project work to reduce disruption and waste. (general)
- Update regulations to add language from the Subdivision and Platting Act. (general)
- Include definitions within document (page v).
- All definitions should be updated to meet the intent of the zoning code, subdivision regulations, recommendations of the Growth Policy and compliance with state, county, and local laws. (page v).
- Ensure references to MCA and MSPA are up to date (entire document).
- Procedure should be reviewed by staff and legal counsel to ensure proper administration of regulations (III-A, III-B, III-C, III-D, IV-A, IV-B, V).
- Consider removing professional land surveyor (VI-A-5) and have all plans certified by a professional engineer.
- Prohibit cul-de-sacs in subdivision development (VI-A-8 iii).
- Require gridded street networks that promote active transportation (VI-A-8 iii).
- Consider requiring a tree preservation ordinance to regulate the preservation of desirable trees (VI-A-8 b v).
- Street light electric bill should be the responsibility of the homeowner's association (VI-A-8 b vi).
- An engineer should review Table 1 to consider reducing the impact streets have on water runoff and other environmental and fiscal considerations (VI-A-8 b Table 1).
- Table 1 should be updated to meet more modern street sections and give sections for different types of street (arterial, collector, local). (VI-A-8 b Table 1)
- Explore working with Public Works Department to create city-wide transportation standards for all development. (general)
- The City should strengthen the drainage facilities requirements (VI-A-9). This is often a source of water pollution both during and after construction of the development.
- Evaluate utilizing underground stormwater drainage systems rather than allowing surface gutters along curbs and through intersections for new developments. (general)
- Often developers choose to pay the City for park land dedication. The City often loses green space and other scenic views. Consider requiring park land dedication first and payment in-lieu-of park land as a second option approved by City Commission (VI-A-16).

- Consider adopting a ridgeline or viewshed ordinance. (general)
- Communities often shy away from mobile homes. Review to make sure this is acceptable to the City Commission (VII).
- Ensure all fees are included and cover staff and City resource costs to process each application (X-A).
- The City should strengthen the variance section found in X-B-3. This seems simple for an often-complex issue.
- Add language on evaluation of subdivisions as proposed below.

B. Evaluation of Subdivision

The City of Livingston has adopted subdivision regulations in accordance with state law and in accordance with the growth Policy. The objectives of subdivision regulations are met through the subdivision review process. subdivisions are proposed as either minor (5 or fewer lots) or major subdivisions (6 or more lots). the state also allows land division to occur through exemptions to subdivision in accordance with MCA 76-3, Part 2 Miscellaneous exemptions.

A subdivision proposal must undergo review for several primary criteria except when the City Commission has established an exemption. The potential exemptions statutorily set forth by cross reference in subsection 76-3-608(3) MCA are:

- (1) 76-3-608(6) MCA;
- (2) 76-3-509 MCA - local option cluster development regulations and exemptions authorized;
- (3) 76-3-609(2) MCA - review procedure for minor subdivisions-determination of sufficiency of application-governing body to adopt regulations;
- (4) 76-3-609(4) MCA - review procedure for minor subdivisions determination of sufficiency of application governing body to adopt regulations; and,
- (5) 76-3-616 MCA - exemptions for certain subdivisions.

When a subdivision is proposed that is not utilizing the above referenced exemptions the City Commission reviews a preliminary plat to determine whether it conforms to the subdivision regulations, including review for impact on agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health and safety. The primary review criteria are defined below.

Table 11.1: Review Criteria Definitions

Term	Definition
Agriculture	Agriculture is defined as the use of the land for growing, raising, or marketing of plants or animals to produce food, feed, and fiber commodities. Examples of agricultural activities include, but are not limited to, cultivation and tillage of the soil; dairying; growing and harvesting of agricultural or horticultural commodities; and the raising of livestock, bees, fur-bearing animals, or poultry. Agriculture does not include gardening for personal use, keeping of house pets, kenneling, or landscaping for aesthetic purposes. Agricultural land includes land used for agriculture or having a soil type defined by the Natural Resources Conservation service as having agricultural importance, including prime farmland, farmland of statewide importance, and farmland of local importance.
Agricultural Water User Facilities	Agricultural water user facilities are defined as those facilities that provide water for irrigation or stock watering to agricultural lands for the production of agricultural products. these facilities include, but are not limited to, ditches, head gates, pipes, and other water conveying facilities.
Local Services	Local services are defined as any and all services that local governments, public or private utilities are authorized to provide for the benefit of its citizens including but not limited to law enforcement, fire, emergency, water, wastewater, solid waste, and public health services, as well as schools busing and roads.

Natural Environment	The natural environment is defined as the physical conditions that exist within a given area, including land, air, water, mineral, flora, fauna, sound, light, and objects of historic and aesthetic significance.
Wildlife	Wildlife is defined as animals that are not domesticated or tame.
Wildlife Habitat	Wildlife habitat is defined as a place or area where wildlife naturally lives or travels.
Public Health and Safety	Public health and safety is defined as the prevailing healthful, sanitary condition of wellbeing for the community at large. The governing body may require the sub-divider to design the subdivision to reasonably minimize potentially significant adverse impacts identified through the evaluation of a subdivision proposal against the primary review criteria. when requiring mitigation, a governing body may not unreasonably restrict a landowner's ability to develop land, but it is recognized that in some instances the unmitigated impacts of a proposed development may be unacceptable and will preclude approval of the subdivision (MCA 76-3-608 (5)).

Review Criteria

Impacts to agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health and safety will be evaluated based on a consideration of the types of factors listed below. This list is illustrative and not all-inclusive. All of the factors may not apply to all subdivisions. Because the presence and value of resources varies across the City, neighborhood plans may include other or more specific evaluation factors.

Evaluation of subdivision proposals against these criteria requires an assessment of how the public interest is best served. the relative value of each criterion and the significance of potential impacts to it will be weighed in the context of goals and objectives as expressed in the Growth Policy.

Table 11.2: Review Criteria

Term	Definition
Agriculture	▸ Agricultural soils defined as having prime, statewide, or local importance by the Natural Resources Conservation service ▸ Agricultural productivity ▸ Agricultural land use
Agricultural Water User Facilities	▸ Access for maintenance, including physical access or easements ▸ Water movement such as bridges, culverts, or crossings ▸ Availability of water for agricultural water users
Local Services	▸ Levels of services ▸ Proximity of services ▸ Cost of services ▸ Timing of services in relation to development
Natural Environment	▸ Riparian or wetland areas ▸ Vegetation cover or type ▸ Infestation of noxious weeds ▸ Unique or significant habitats ▸ Surface water quality ▸ Groundwater sources ▸ Stream bank stability ▸ Potential for bank erosion ▸ Open space/scenic resources ▸ Objects of historic or cultural significance ▸ (see also wildlife, wildlife Habitat, and Public Health and safety)

Term	Definition
Wildlife	▸ Species protected by the endangered species Act or of special interest or concern to the state of Montana (direct or indirect impacts) ▸ Potential for human/wildlife conflicts
Wildlife Habitat	▸ Wildlife habitat, including nesting sites, winter range, travel corridors, and forage ▸ Water quantity or quality for fish ▸ Nearby conservation easements or designated critical habitat
Public Health and Safety	▸ Flooding hazards for the subject or adjacent properties ▸ Potential for high groundwater ▸ Presence of geologic hazards, such as seismic zones, swelling soils, subsidence, improper drainage, steep slopes, adverse geological formations or topography, potential for snow avalanches, rock falls, or land slides ▸ Air quality ▸ drinking water quality ▸ Potential for toxic or hazardous waste exposure ▸ Presence of high voltage power lines ▸ Presence of high-pressure gas lines ▸ Air or vehicular traffic hazards or congestion ▸ Provision of emergency services, including access and response time ▸ Residential development in wildland Urban Interface areas (fire prone areas) ▸ High potential for wildfire ▸ Other features which will be harmful to the health, safety, and/or welfare of the present or future inhabitants of the subdivision or its environs ▸ Open space and parks ▸ Active transportation ▸ Orderliness of pattern and pace of development ▸ Compatibility of development with built and natural environment ▸ Contribution to goals for housing, infrastructure, economic development, and resource conservation ▸ Preservation of community character

Approval Process

Public hearings are held by the governing body. Public hearings for subdivisions are conducted in accordance with all applicable statutory requirements and procedures outlined in the *City of Livingston Subdivision Regulations*. The basis for the governing body's decision to approve, conditionally approve, or deny a subdivision is whether the subdivision application, preliminary plat, applicable environmental assessment, public hearing, Planning Board recommendations, or additional information demonstrates that development of the subdivision meets the requirements of state law and local regulation (MCA 76-3-608).

Denial or a conditional approval of a subdivision cannot be based solely on conformance with the Growth Policy. Additionally, a governing body may not deny approval of a proposed subdivision based solely on the subdivision's impact on educational services or based solely on parcels within the subdivision having been designated as wildland urban interface parcels.

PUD, Planned Unit Development Overlay

Planned Unit Development (PUD) applications are for those subdivision projects that require additional flexibility from subdivision design standards and zoning ordinance requirements, allowing for additional creativity in design of a subdivision project. In exchange for the added flexibility, the PUD must provide for additional community benefit over a standard development. Projects that may benefit from PUD regulations include enhancement or protection of natural areas, traditional urban development, mixed-use developments, affordable housing, and other projects that might be constrained by site-specific conditions.

Recommendations

1. As a first step toward codifying a Planned Unit Development Overlay, investigate PUDs to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse-gas emissions, water use reduction, solid waste reduction, reuse of current resources, and coordination of project work to reduce disruption and waste.
2. Adapt the following example code language and structure to Livingston's codified ordinances.

A. Purpose

General

The PUD, Planned Unit Development Overlay district is intended to accommodate development that may be difficult if not impossible to carry out under otherwise applicable zoning district standards. Examples of the types of development that may benefit from the PUD overlay district include the following:

- **Enhanced Protection of Natural Resource Areas**: Developments that offer enhanced protection of natural resources and sensitive environmental features, including streams, water bodies, floodplains, wetlands, steep slopes, woodlands, wildlife habitats and native plant communities.
- **Traditional Urban Development**: Developments characterized by parcel configurations, street patterns, streetscapes, and neighborhood amenities commonly found in urban neighborhoods platted or otherwise created before the 1950s.
- **Mixed-use Development**: Developments that contain a complementary mix of residential and non-residential uses.
- **Affordable Housing**: Developments in which at least 20 percent of the total number of dwelling units are affordable to households earning 80 percent or less of the median income, as determined by the U.S. Department of Housing and Urban Development (HUD).

B. Objectives

Different types of PUDs will promote different planning goals. In general, however, PUDs are intended to promote the following objectives:

- Implementation of and consistency with the City's adopted plans and policies;
- Flexibility and creativity in responding to changing social, economic and market conditions allowing greater public benefits than could be achieved using conventional zoning and development regulations;
- Efficient and economical provision of public facilities and services;
- Communities that provide economic opportunity and environmental and social equity for residents;
- Variety in housing types and sizes to accommodate households of all ages, sizes, incomes, and lifestyle choices;
- Compact, mixed-use development patterns where residential, commercial, civic, and open spaces are located in close proximity to one another;
- A coordinated transportation system that includes an inter-connected hierarchy of facilities for pedestrians, bicycles, and vehicles;
- Compatibility of buildings and other improvements as determined by their arrangement, massing, form, character, and landscaping;

- The incorporation of open space amenities and natural resource features into the development design;
- Low-impact development (LID) practices; and
- Attractive, high-quality landscaping, lighting, architecture, and signage that reflect the unique character of the development.

C. Unified Control

No application for PUD zoning approval will be accepted or approved unless all of the property included in the application is under unified ownership or a single entity's control.

D. Procedure

PUDs must be reviewed and approved in accordance with the procedures of Section I.

E. Zoning Map

Approved PUDs must be identified on the zoning map by appending the map symbol "/PUD" as a suffix to the base zoning district classification, as in "R80/PUD."

F. Developer's Statement of Intent

Each PUD application must include a written explanation from the applicant describing the community benefits of the proposed development and how the proposed development provides greater benefits to the City than would a development carried out in accordance with otherwise applicable zoning ordinance standards. The statement must also include a comparison of the proposed development with the standards of the base zoning district and the submittal information necessary for a Preliminary Development Plan (see Section X).

G. Approval Criteria

A PUD overlay zoning district may be approved only when the City Commission determines that the proposed PUD would result in a greater benefit to the City as a whole than would development under conventional zoning district regulations. Such greater benefit may include implementation of adopted planning policies, natural resource preservation, urban design, neighborhood/community amenities or an overall level of development quality.

H. Standards Eligible for Modification

Unless otherwise expressly approved by the City Commission as part of the PUD approval process, PUDs are subject to all applicable standards of this zoning ordinance. The City Commission is authorized to approve PUDs that deviate from strict compliance with specified standards if they determine that the resulting development satisfies the approval criteria of Section X.

Allowed Uses

A list of uses to be allowed in a PUD must be approved as part of the PUD approval process. Regardless of the underlying zoning, the City Commission may approve a mix of use types within a PUD as a means of accommodating mixed-use developments and developments with a broader range of housing types and affordable housing options than allowed by the underlying zoning district.

Parcel Size

Minimum parcel area and width standards of the base zoning district may be reduced as part of the PUD approval, provided that parcel sizes are adequate to safely accommodate all proposed buildings and site features.

Residential Density
The maximum allowable residential density of the base zoning district may be increased if the City Commission determines that such an increase is warranted to support the public benefit likely to result from the proposed development and such density increase can be supported by existing and planned public facilities and services.

Setbacks
The minimum setback standards of the base zoning district may be reduced as part of the PUD approval.

Height
The City Commission may allow an increase in allowable building heights if it determines that such an increase is warranted to support the public benefit likely to result from the proposed development.

Parking and Loading
Off-street parking and loading requirements may be modified when the City Commission determines that modified requirements are in keeping with projected parking and loading demand of the proposed development, that other means of meeting access demand will be provided or that the requested modifications will better meet the purpose of the PUD overlay. The City engineer must review and make a recommendation on requests for modification of parking and loading requirements.

Streets
Alternatives to otherwise "standard" street cross-sections and designs may be approved when the City Commission determines that such alternative designs would better meet the purpose of the PUD overlay, while still providing a safe and efficient traffic circulation system. The City engineer and fire chief must review and make recommendations on requests for alternative street standards.

I. Planned Unit Development Procedure

Overview
PUD, Planned Unit Development overlay zoning districts are established through the approval of a zoning amendment in accordance with the zoning amendment procedures of Section X. PUD zoning amendments must be processed concurrently with a preliminary development plan application. Final development plan approval is required after approval of the zoning amendment and preliminary development plan. This section describes the required review and approval procedures for PUD preliminary and final development plans.

Preliminary and Final Development Plan Approval Required
Approval of PUD preliminary and final development plans must occur before any building permit is issued and before any development takes place in a PUD overlay district. Permits may be issued for a development phase if a preliminary development plan has been approved for the entire PUD and a final development plan has been approved for the subject phase.

Preliminary Development Plans
At the option of the applicant, the preliminary development plan may serve also as the preliminary subdivision plat if such intention is declared before the Planning Board's public hearing and if the plans include all information required for preliminary plats and preliminary development plans.

- **Description:** Each PUD application must include the following: a vicinity map showing relationships to surrounding properties, detailed information about the project, proposed and existing transportation systems within and surrounding the project, lot configurations (if applicable), proposed building groups, information about the structures including types, size and location, utility locations, architectural drawings showing the design of each structure, location of recreational space, open space, or other public areas, general landscape treatments, and description of organizational structure to address management, provision of services, and any other restrictions.
- **Preapplication Consultation**: A preapplication consultation is required before filing of a PUD preliminary development plan application, in accordance with Section X.

- **Application Filing**: Complete applications for preliminary development plan approval must be filed with appropriate personnel in Development Services while the PUD zoning amendment application is filed. Preliminary development applications may be filed only by the subject landowner or the landowner's authorized agent.
- **Review and Report—Zoning Officer**: The zoning officer must review the proposed preliminary development plan in light of the PUD overlay district provisions of Section X and the review criteria of Section X. The zoning officer must prepare a report and recommendation for the Planning Board based on the zoning officer's review.
- **Hearing and Recommendation—Planning Board**: The Planning Board must hold a public hearing on the proposed PUD zoning amendment and the preliminary development plan. Following the close of the hearing, the Planning Board must act by simple majority vote to recommend that the proposed PUD zoning amendment and preliminary development plan be approved, approved with modifications, or denied.
- **Hearing and Final Action—City** Commission: After action by the Planning Board, the City Commission must convene its own public hearing on the proposed PUD zoning amendment and preliminary development plan.
  - Following the close of the public hearing, the City Commission may act to approve the proposed PUD zoning amendment and preliminary development plan, approve the proposed PUD zoning amendment and preliminary development plan with modifications or deny the proposed PUD zoning amendment and preliminary development plan. The City Commission may also return the application to the Planning Board for further consideration, together with a written explanation of the reasons for doing so.
  - The Commission may act by a simple majority vote of those City Commission members present and voting, except when a valid protest petition has been submitted in accordance with Section X approval or approval with modifications requires a two-thirds majority vote of those City Commission members present and voting.

Review Criteria

- In reviewing and making decisions on proposed PUD rezoning and preliminary development plans, review and decision-making bodies must consider at least the following factors:
- The rezoning criteria of Section X;
- The preliminary development plan's consistency with the any adopted plans for the area;
- The preliminary development plan's consistency with the PUD district provisions of Section X; and
- The sufficiency of the terms and conditions proposed to protect the interest of the public and the residents of the PUD in the case of a plan that proposes development over a long period of time.

J. Lapse of Approval

- If the landowner fails to file an application for final development plan approval within two years of the date of preliminary development plan approval, the approval will be deemed to have lapsed and the preliminary development plan will lapse and be of no further effect.
- For projects to be developed in phases, phase limits must be shown on the preliminary development plan. Decision-making bodies may impose conditions upon the phasing plan as deemed necessary to ensure the orderly development of the subdivision, including requirements for financial guarantees ensuring construction of all required improvements.

K. Filing of Statement

- Within 30 days of approval of a preliminary development plan by the City Commission, the zoning officer must file with the office of the County Clerk and Recorder a statement that such a plan: (1) has been approved by the City Commission; (2) that the PUD preliminary development plan is applicable to certain specified legally-described land; and (3) that copies of the plan are on file in Development Services. The statement recorded with the office of the County Clerk and Recorder must also specify the nature of the plan, the proposed density or intensity of land use and other pertinent information sufficient to notify any prospective purchasers or users of the land of the existence of such a plan.
- The recorded statement must specify that the preliminary development plan will become binding upon all successors and assigns unless amended in conformance with this section. Major changes in the approved

preliminary development plan may be made only after rehearing and re-approval of the preliminary development plan.

- The landowner is responsible for all costs incurred in filing the statement.
- No final development plan application will be considered complete and ready for processing until the landowner has provided the zoning officer with a copy of the recorded statement required by this subsection. Such copy must show the date of the filing and include the signature of the County Clerk and Recorder.

L. Final Development Plans

Application Filing
Final development plan applications must be filed with Development Services after approval of and before the lapse of a preliminary development plan.

Consistency with Preliminary Development Plan; Major Changes:

- A final development plan will not be considered complete and ready for processing if all approved conditions of approval have not been met or if the final development plan constitutes a major change from the approved preliminary development plan.
- A final development plan will be considered a major change from (and therefore inconsistent with) the approved preliminary development plan if it:
  - Increases the number of dwelling units;
  - Increases the total floor area;
  - Increases the total building coverage;
  - Reduces the amount of land area set aside as open space, recreation area or natural resource conservation area;
  - Increases the height of buildings; or
  - Represents a material change to the preliminary development plan that creates a substantial adverse impact on surrounding property owners.

M. Processing of Major Changes

- If a final development plan is submitted that constitutes a major change to an approved preliminary development plan, no further processing of the final development plan may occur. The zoning officer must notify the landowner that major changes may be made only after rehearing and re-approval of the preliminary development plan, including payment of fees, all notices, and hearings.

N. Review and Action by Planning Department; Appeals

- The zoning officer must review and take action on the final development plan. The zoning officer must approve the final development plan if it complies with the approved preliminary development plan, all conditions of the preliminary development plan approval and all applicable standards of this zoning ordinance.
- If the submitted final development plan does not comply with the approved preliminary development plan, any conditions imposed on that plan or any applicable standards of this zoning ordinance, the zoning officer must disapprove the final development plan and advise the landowner in writing of the specific reason for disapproval.
- In the event that the zoning officer does not approve the final development plan, the landowner may either: (1) resubmit the final development plan to correct the plan's inconsistencies and deficiencies; or (2) within 30 days of the date of notice of disapproval, appeal the decision of the zoning officer following the same procedures as required for PUD rezoning and preliminary development plan approval.

O. Effect of Approval

- A final development plan or any part thereof that has received final approval by the zoning officer or, upon appeal, by the City Commission, must be so certified by the zoning officer, and must be filed with the office of the County Clerk and Recorder immediately upon compliance with all conditions of approval. If the landowner chooses to abandon a final development plan or portion thereof after it has been given final approval, they must notify the zoning officer.
- The filing of a final development plan with the office of the County Clerk and Recorder does not constitute the effective dedication of easements, rights-of-way, or access control, nor will the filed plan be the equivalent of or an acceptable alternative for the final platting of land prior to the issuance of building permits in the PUD.

P. Lapse of Approval

- In the event the landowner fails to commence development shown on the final development plan within two years after final approval has been granted, then such final approval will lapse and be of no further effect unless the time period is extended by the City Commission upon written application by the landowner.
- Requests for extensions must be submitted to the zoning officer before the final development plan approval expires and must be processed in accordance with the procedures for approval of a PUD preliminary development plan, including applicable filing fees (for time extension), notices and hearings.
- In the event of lapse of approval, approved PUD plans have no further effect.

Future Land Use Map

A. Introduction

Land use categories are used to identify the desired primary use for existing and future areas for development. Although general in nature, these designations will provide guidance for any changes to the more specific zoning regulations and zoning district locations and boundaries that implement the Growth Policy.

Where land is developed, proposed land uses are generally consistent with the existing uses. In some cases, however, the designation may be different from what is physically on the ground today, indicating that the City expects the current use to change. For example, a parcel that is vacant today but designated for residential use on the map would be expected to be developed with housing during the next twenty years. Similarly, a parcel that is in industrial use today but designated as mixed use on the map would be expected to redevelop with a mixture of uses, e.g., commercial and residential uses.

The Future Land Use Map is largely implemented through the City's zoning regulations. Each color-coded category on the Future Land Use Map has a corresponding set of compatible zoning districts. Many of the Future Land Use Map categories have more than one corresponding zoning district, permitting an interpretation of the map based on existing uses and local conditions.

Whereas the Future Land Use Map categories are intentionally broad, the zoning designations are more prescriptive and address qualities such as building heights, setbacks, permitted and conditional uses, allowable lot coverage, and parking requirements.

While the Future Land Use Map guides zoning, it is not the same as the Zoning Map. By definition, the Future Land Use Map is intended to be general and does not necessarily have to follow parcel boundaries. Moreover, the designation of an area with a particular Map category does not mean that the most intense zoning district consistent with that category is "automatically" permitted. That is particularly true in the residential areas, where there is a range of zoning densities within each category. In most cases, developing a property with a use that is not consistent with what is shown on the Land Use Map would require an amendment to the Growth Policy. The definitions below are intended to guide the determination of consistency. Requests to amend the Plan are subject to a public process involving the City Planning Board and City Commission.

B. Definitions

Residential

- **Very Low Density** – The Very Low-Density Residential land use designation provides for the development of large lot single family dwellings and ancillary structures. The density range is 0 to 2 dwelling units per acre.
- **Medium Density** – The Medium Residential land use designation provides for single-family detached and attached dwellings. The density range is 10 to 19 dwelling units per acre.
- **High Density** – The High Density Residential land use designation provides single family attached and multiple family dwellings. The density range is 20 to 24 dwelling units per acre.
- **Very High Density** – The Very High Density Residential land use designation provides multistory, multiple family developments. The density range is 25 or more dwelling units per acre.

Mixed Use

- **Mixed Use** – The Mixed-Use land use designation accommodates mixture of retail, office, restaurant, entertainment, cultural and residential uses.
- **Central Business District -** The Central Business District (CBD) land use designation accommodates horizontal and/or vertical retail, office, entertainment, institutional, civic, and residential uses that are integrated into the urban fabric. This designation is specifically for the downtown Livingston area.
- .

Commercial

- **Neighborhood** – Neighborhood Commercial land use designation accommodates small scale retail or offices, professional services, convenience retail and storefront retail that serve a market at a neighborhood scale.
- **Community** – Community Commercial land use designation accommodates medium to large scale wholesale, retail, lodging, offices, and service establishments typically located along major corridors that can function independent of adjoining development and/or require individual access to public rights-of-way.

Community Facilities

- **Community Facilities** – Community Facilities land use designation includes public or semi-public facilities including but not limited to: governmental offices, police and fire facilities, hospitals, education institutions, and places of worship.

Parks & Open Space

- **Natural Area/Open Space** – Natural Area/Open Space land use designation includes undeveloped lands, trails, water areas and environmentally sensitive areas. Land designated as natural area/open space is intended to remain undeveloped in the future.
- **Parks and Recreation** – Parks and Recreation land use designation includes active or passive parks such as playing fields, playgrounds, community centers, and other appropriate recreational uses.
- **Pastoral/Open Space** – Pastoral/Open Space land use designation includes generally undeveloped agricultural lands used primarily for grazing, crop production, and the production of agricultural products. Land designated as Pastoral/Open Space is intended to remain agricultural in nature in the future.

C. Future Land Use Analysis

Areas recommended for certain future land uses - residential, commercial, and industrial – on the Recommended Future Land Use Map (**Exhibits 11.1** and **11.2**) are described and explained below. The future land use recommended in the Extra-Territorial Jurisdiction Plan can been seen in **Appendix A**.

Future Residential Land Use

As reflected on the Extra-Jurisdictional Areas Facing Development Pressure Map (**Exhibit 3.4**), the primary residential growth areas are seen as that north and west of the Palace Addition and northeast of town to include the Green Acres subdivision and the adjacent infill area.

A large tract of vacant land next to hospital is available for development. There is a public preference for denser urban-style development near the new hospital with a mixture of residential types to accommodate the workforce. The Vista View development, across from the high school, is in the County but is on City water & sewer. This development features affordable housing consisting of old cabins and mobile homes. A proposed residential development east of Printing for Less fell through but the land is still available for a housing development.

Market forces will likely result in the development - or redevelopment - of some of these areas. These areas have been identified as prime residential areas due to both the adjacent, existing residential uses as well as the relative ease with which the City can serve these locations with water and sewer. It is also reasonable to expect some residential growth to occur in the "Five-Acre Tract" area.

Future Commercial and Industrial Land Use

In the past, relatively few options have existed for the location of commercial land uses. Recent annexation of the Watson Property east of the river, the Jesson Property near the west interchange, and the JAT Property on US-89 South, has added greatly to the stock of undeveloped commercial and light industrial land.

Other potential commercial areas include the railroad property between Gallatin Street and the tracks and the west side of US-89 South as far as Guthrie Lane. These areas are, again, identified due to the relative ease of providing both utilities and general City services to these locations.

The re-use or redevelopment of the railroad shop area is seen as a key element in Livingston's continued economic growth. Its central location and potential for the use of its existing facilities is seen as a great opportunity to provide for additional commercial or industrial activity without requiring the geographical expansion of the City. The City is prepared for new development, including areas outside the City limits. The City adopted an annexation policy with clear requirements and public engagement methods for any proposed annexation.

Figure 11.1: Businesses in the City of Livingston



Source: Burton Planning Services

Catalytic Projects

The Northwest Railroad Crossing and projects identified in the Northside Livingston Transportation Plan, such as the proposed interchange, have the potential to attract land use and industry that will bolster the local economy. Both projects would open up underutilized properties for residential and commercial development, providing new opportunities for residents and businesses alike: transportation network connectivity, housing options, employment options, revenue streams, and other economic benefits. It's important to note that the interchange project is not yet funded.

The recommended Future Land Use Map (**Exhibit 11.1**) is on the following page, and a larger scale version of the recommended Future Land Use Map (**Exhibit 11.2**) follows to show more detail in downtown and the adjacent areas.

Exhibit 11.1: Recommended Future Land Use Map

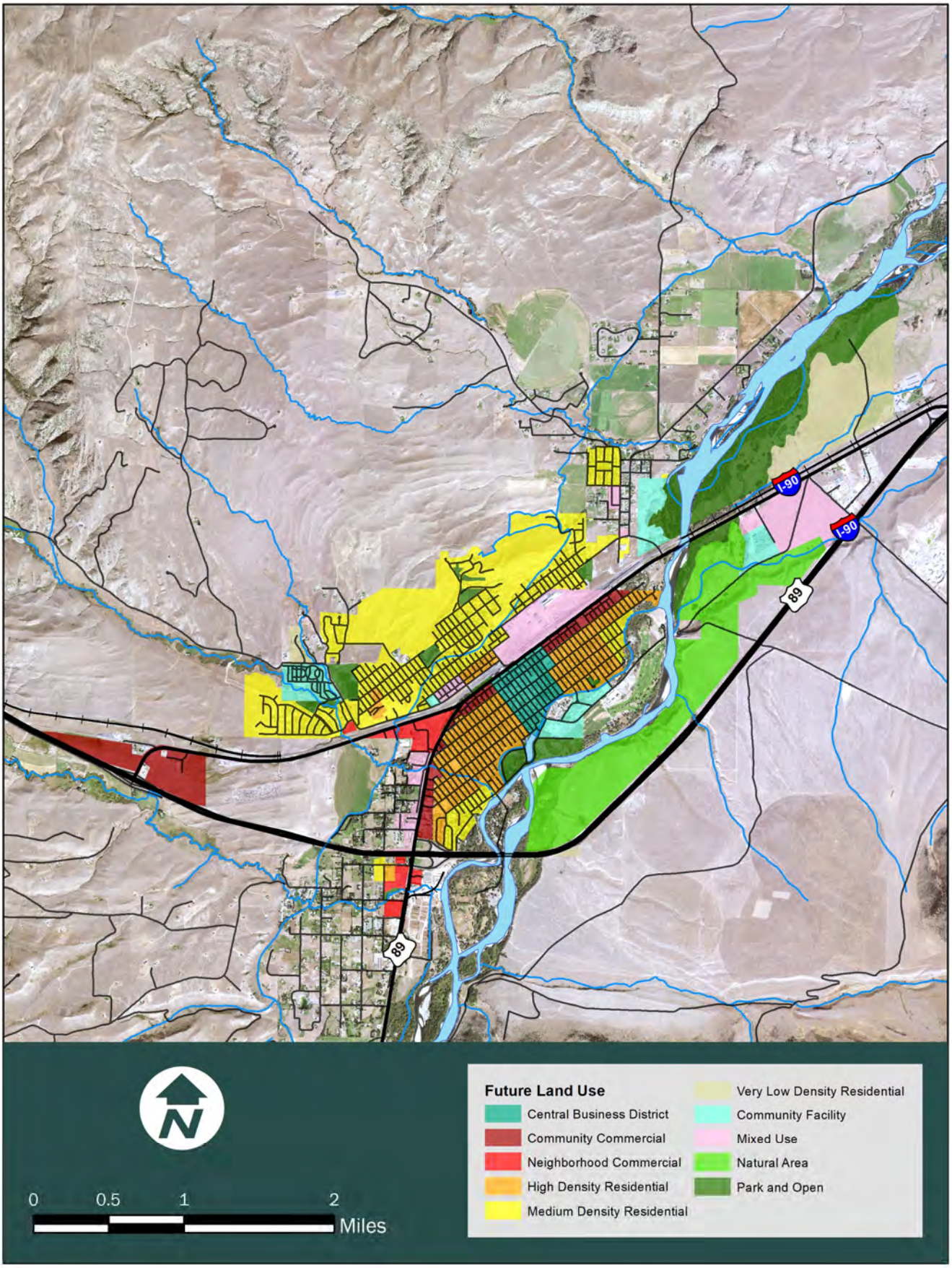
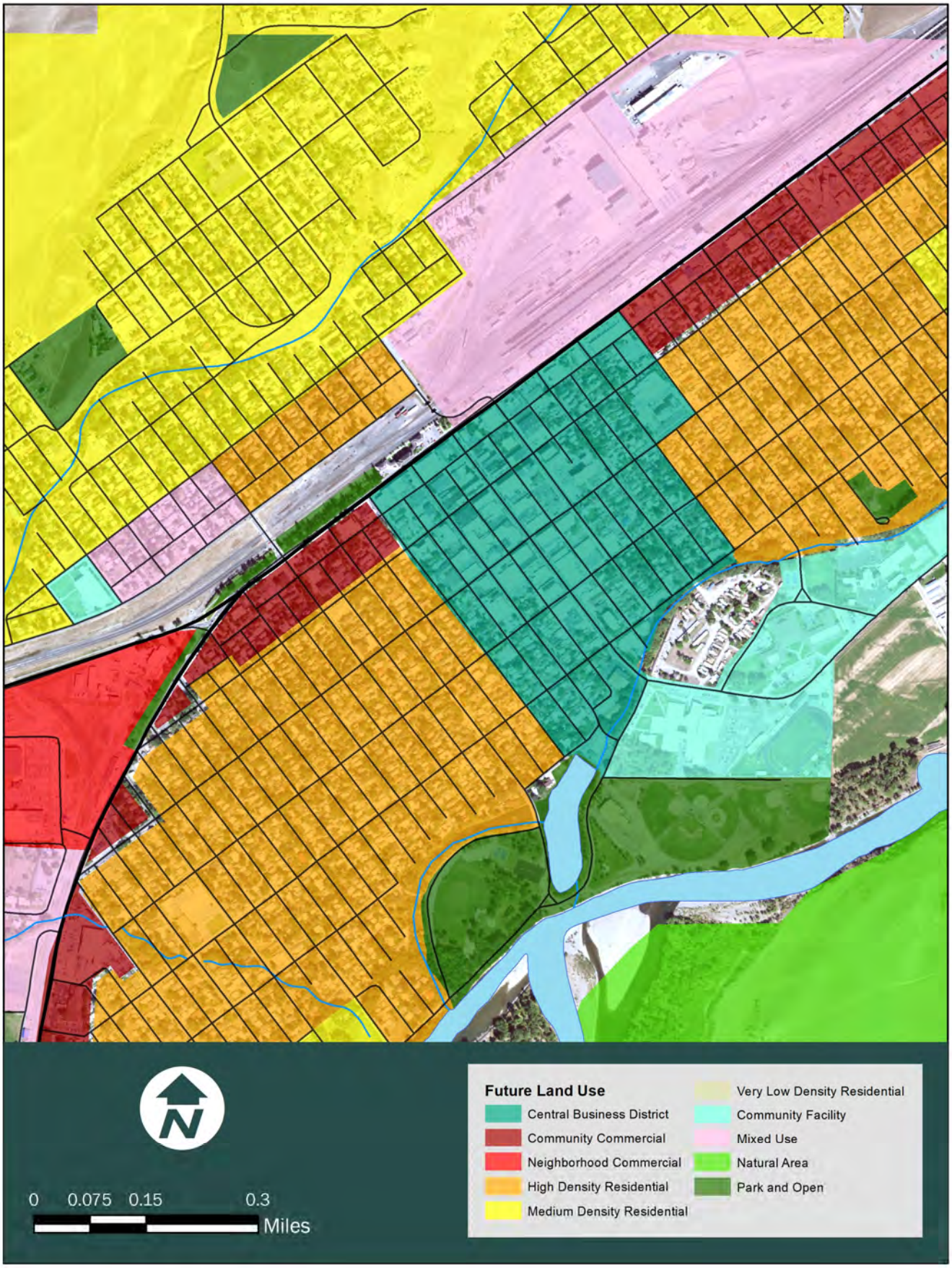


Exhibit 11.2: Recommended Future Land Use Map (Detailed)



12 | Implementation

Implementation

The following Implementation Matrix summarizes the goals, objectives, and strategies provided in the chapters above, along with a recommended timeframe for implementing the strategies. These timeframes are categorized by the following:

- Immediate: 1-2 years
- Near-Term: 3-5 years
- Mid-Term: 6-10 years
- Long-Term: 10+ years

The implementation of some strategies is recommended to occur over the course of multiple timeframes because of the time it is expected to take to complete the necessary steps of that strategy, alignment with related processes, and/or because of its ongoing nature.

As this Growth Policy also relates to the future land use and development of the Extra-Territorial Jurisdiction, many of the strategies developed are applicable to the coordination of decisions related to the ETJ. These are indicated by a blue mountain symbol ().

The Implementation Matrix is notional in that it is a recommended order for City action. However, the City and community will need to evaluate the goals, objectives, and strategies contained in this Growth Policy and make a determination on their priorities, feasibility, and required resources for implementation. The resulting plan of action will reflect the values of the community as well as the environment in which implementation will happen. A logical sequence would be to incorporate large projects into the City's Strategic Plan where time-lines and resources can be determined. Smaller projects may be directly acted upon by the City, City Boards, or outside agencies. The strategies outlined in this document are a starting point for further community conversations that will lead to unified action over the life of the document.

On the pages following the Implementation Matrix, a detailed strategy for managing infrastructure needs is outlined, and guidance on review and revisions to the Growth Policy is provided.

Table 12.1: Implementation Matrix

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Population				
Goal 2.1: Preserve and enhance Livingston's unique community character.				
Objective 2.1.1: Establish community gateways to indicate entrance into Livingston and celebrate its character.				
Strategy 2.1.1.1: Identify key roadway and non-motorized entry points – or Gateways -- into Livingston.	■			
Strategy 2.1.1.2: Review, update, and enforce the policies, procedures, and building design guidelines in Livingston's gateways.	■	■		
Strategy 2.1.1.3: Explore adopting design overlay zones in gateways.	■	■		
Strategy 2.1.1.4: Develop effective wayfinding signage for locals and tourists to easily find destinations, trails and parks, and parking within and nearby gateways.		■		
Objective 2.1.2: Develop and enforce policies and procedures to preserve Livingston's historic quality.				
Strategy 2.1.2.1: Continue to meet the requirements for a State Historic Preservation Office Certified Local Government and work with the State Historic Preservation Office to expand the program. Identify funding sources and other programs for ongoing historic preservation activities in Livingston.	■	■	■	■
Strategy 2.1.2.2: Identify funding sources and other programs for ongoing historic preservation activities. Update codes to promote the historic Livingston block and alley development pattern.	■	■	■	■
Strategy 2.1.2.3: Update codes to promote traditional neighborhood designs that are compatible with existing neighborhoods.	■	■		
Strategy 2.1.2.4: Update codes to encourage following Livingston's historic block and alley development pattern.	■	■		
Strategy 2.1.2.5: Update sign and landscaping codes for commercial areas.	■	■		
Goal 2.2: Make Livingston an arts and cultural destination paying homage to the rich local history of the area, natural recreations, and our unique natural environment				
Objective 2.2.1: Support and enhance arts and cultural facilities, neighborhoods, and districts.				
Strategy 2.2.1.1: Encourage and support regular or special programming at historic sites, museums and other culturally-significant places.	■	■	■	■
Strategy 2.2.1.2: Display public art around the City and at local businesses either temporarily or permanently.		■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 2.2.2: Establish Livingston as a community recognized for its diverse recreational opportunities, and parks and trails system.				
Strategy 2.2.2.1: Identify and pursue national designations and certifications that recognize Livingston's parks and trails system.		■	■	■
Strategy 2.2.2.2: Identify areas of existing parks and trails that highlight unique Livingston attributes.		■		
Strategy 2.2.2.3: Incorporate art and cultural facilities throughout Livingston's parks and trails.			■	■
Objective 2.2.3: Support traditional neighborhood design and active transportation.				
Strategy 2.2.3.1: Promote gridded street networks.	■	■	■	■
Land Use				
Goal 3.1: Prioritize infill over expansion by taking advantage of existing planned infrastructure, such as transportation, energy, water, and sewer facilities.				
Objective 3.1.1: Encourage higher densities and a wider range of land uses that are compatible with adopted plans and where existing or planned short-range community facilities and infrastructure can support them.				
Strategy 3.1.1.1: Encourage additional residential density within the downtown area of the City.	■	■		
Strategy 3.1.1.2: Evaluate and amend the zoning ordinance to allow for higher densities and wider land uses in areas that can support such development.	■	■		
Strategy 3.1.1.3: Work within the Urban Renewal District to encourage redevelopment of underutilized properties.	■	■	■	■
Strategy 3.1.1.4: Promote any growth that maintains the compact, historic development patterns found in the historic city center.	■	■	■	■
Strategy 3.1.1.5: Evaluate and amend the zoning and subdivision ordinances to prohibit the development of large lot subdivisions inconsistent with Livingston's historic development pattern within the City or Extra-Territorial Jurisdiction (ETJ).	■	■	■	
Strategy 3.1.1.6: Encourage residential developments to provide neighborhood commercial areas serving residents within walking distance.	■	■	■	■
Strategy 3.1.1.7: Evaluate, amend, and strengthen the City's Annexation Policy to ensure the Goals and Objectives of the Growth Policy are considered during the annexation process.	■	■	■	
Strategy 3.1.1.8: Reduce urban sprawl through compact development consistent with the Future Land Use Map of this Growth Policy.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 3.1.2: Support economic, social, and environmental links between Livingston, the Extra-Territorial Jurisdiction (ETJ), and Park County by strengthening regional development planning.				
Strategy 3.1.2.1: Establish a Park County/Livingston Environmental Commission to meet to discuss and support regional development planning as needed.	■			
Strategy 3.1.2.2: Analyze undeveloped areas within City limits that are undesirable for development and consider de-annexation.	■	■		
Strategy 3.1.2.3: Maintain existing agricultural uses within the ETJ.	■	■	■	■
Objective 3.1.3: Achieve higher levels of economic productivity through diversification, technological upgrades, and innovation, including a focus on high-value added and labor-intensive sectors.				
Strategy 3.1.3.1: Coordinate incentives and/or marketing program with local partners to attract wealth-building commerce to designated manufacturing centers.		■	■	■
Strategy 3.1.3.2: Coordinate tourism-based job resources in conjunction with local partners.	■	■	■	■
Goal 3.2: Provide adequate land for anticipated demands in a pattern which encourages infill, compact development, and a mixture of uses.				
Objective 3.2.1: Locate community facilities where they will best serve the needs of the community.				
Strategy 3.2.1.1: Utilize the Future Land Use Map of this Growth Policy to determine the proper place for future community facilities.	■			
Strategy 3.2.1.2: Partner with developers to include community facilities to serve new residential, commercial, and mixed-use developments.		■	■	
Objective 3.2.2: Properly revise the Zoning Ordinance to allow a mixture of differing but compatible land uses.				
Strategy 3.2.2.1: Initiate a comprehensive review of the Zoning Ordinance and adopt changes based on the Growth Policy.	■			
Goal 3.3: Conserve environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.				
Objective 3.3.1: Identify areas that provide or connect habitat for significant plant or wildlife species or make a significant contribution to environmental quality, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.				
Strategy 3.3.1.1: Coordinate with local environmental groups to create inventory of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.	■			
Strategy 3.3.1.2: Create a map of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance.	■			
Strategy 3.3.1.3: Adopt a policy to ensure that the State Historic Preservation Office (SHPO) is involved in the subdivision process.	■			

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 3.3.2: Provide incentives for property owners who choose to maintain or improve the quality of **environmentally significant areas**, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, **or acquire an appropriate public interest in the property.**				
Strategy 3.3.2.1: Create a program that provides a residential density bonus for developments that preserve or improve the quality of environmentally significant areas, as well as areas, sites, structures, or objects with historical, architectural, or cultural significance, identified through the inventory and mapping process of Objective 3.3.1.			■	
Goal 3.4: Encourage the responsible growth of Livingston by evaluating proposed developments against the ten principles of Smart Growth.				
Objective 3.4.1: Adopt Smart Growth Strategies as a policy and incorporate into the City's decision-making processes.				
Strategy 3.4.1.1: Amend Zoning Ordinance and Subdivision Regulations to include Smart Growth Strategies as requirements for all development prior to approval.	■	■		
Objective 3.4.2: Evaluate each new development after construction against the ten Smart Growth Strategies to ensure proper implementation and coordination.				
Strategy 3.4.2.1: Create a review procedure and checklist that expressly evaluates adherence to the Smart Growth Strategies.	■	■		
Strategy 3.4.2.2: Continually evaluate Smart Growth Strategies based on recurring issues that are common in each new development.			■	■
Objective 3.4.3: Ensure integration of land use and transportation.				
Strategy 3.4.3.1: Carefully evaluate transportation impacts of greenfield development as part of the development review process.	■	■	■	■
Strategy 3.4.3.2: Encourage development near transit routes and active transportation infrastructure to promote development that produces minimal strain on the environment and existing transportation infrastructure.	■	■	■	■
Goal 3.5: Rehabilitate brownfields for new development.				
Objective 3.5.1: Spur redevelopment upon lands known or presumed to contain contamination.				
Strategy 3.5.1.1: Create performance standards and allow for adaptable buildings in Mixed Use-designated areas of the Future Land Use Map of this Growth Policy.			■	
Objective 3.5.2: Implement training programs to raise skill levels and awareness of opportunity to promote redevelopment of brownfields.				
Strategy 3.5.2.1: Work with Montana Department of Environmental Quality (DEQ) to develop and enhance voluntary cleanup programs to increase number of voluntary cleanups and streamline the voluntary cleanup process.		■	■	
Objective 3.5.3: Allow for "meantime" activities while promoting permanent uses. A meantime activity is a temporary use that can bring activity to a brownfield with little investment.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 3.5.3.1: Define acceptable "meantime activity" in the Zoning Ordinance.	■			
Strategy 3.5.3.2: Allow for "meantime activity" in the Mixed Use, Neighborhood Commercial and Community Commercial designated areas of the Future Land Use Map of this Growth Policy.		■		
Objective 3.5.4: Promote small-scale development to allow more people to participate in community revitalization while removing regulatory barriers that disproportionally burden small developers.				
Strategy 3.5.4.1: Work with the Montana Main Street Program and the Livingston Business Improvement District (LBID) and other local partners to identify regulatory barriers.	■			
Strategy 3.5.4.2: Adopt specific policies that reduce the burden to small developers.		■		
Natural Resources				
Goal 4.1: Develop an integrated, comprehensive City-wide Climate Action Plan to prepare the economy and general population for the future. Refer to the Montana Climate Solutions Plan (August 2020).				
Objective 4.1.1: Engage existing committees and local groups working on related efforts to guide and inform the planning process.				
Strategy 4.1.1.1: Identify existing committees and local groups already doing this type of work.	■			
Objective 4.1.2: Reduce impacts of climate change and associated seasonal weather patterns on Livingston's natural systems and promote responsible use of resources.				
Strategy 4.1.2.1: Identify and preserve the most sensitive and valuable natural areas.		■	■	■
Strategy 4.1.2.2: Reduce the use of water for non-potable uses from all users.				■
Strategy 4.1.2.3: Promote Park County's efforts to measure and reduce the impacts of wildfire on wildlife, vegetation, air quality, and public health.	■	■	■	■
Strategy 4.1.2.4: Consider setting goals and establishing programs to increase tree cover as a way to reduce the heat island effect and mitigate high temperatures exacerbated by climate change.	■	■	■	■
Objective 4.1.3: Reduce dependency on fossil-fuel based resources to minimize severe impacts to the climate.				
Strategy 4.1.3.1: Assess the city-wide greenhouse gas emissions footprint and consider setting footprint reduction goals.	■	■		
Strategy 4.1.3.2: Promote the use of high efficiency and electric vehicles for public and private use.	■	■	■	■
Strategy 4.1.3.3: Reduce climate disruption through compact growth and increased transportation choices that reduce the need for driving.		■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 4.1.3.4: Develop a climate or energy plan in partnership with Park County.	■			
Objective 4.1.4: Implement technologies and programming to improve energy efficiency, increase the use of renewable sources, and improve system reliability.				
Strategy 4.1.4.1: Encourage energy conservation and renewable energy production at the State and local levels, as well as at the household levels.	■	■	■	■
Strategy 4.1.4.2: Ensure all City buildings utilize energy efficient systems, especially as energy drawing systems are upgraded or replaced.	■	■	■	■
Strategy 4.1.4.3: Promote climate action in the community through advocacy, education, and capacity-building programs.	■	■	■	■
Strategy 4.1.4.4: Explore the utilization of renewable energy sources within all public buildings in the City.	■	■		
Objective 4.1.5: Build community resiliency to a changing climate.				
Strategy 4.1.5.1: Understand the changes to the climate and the resulting risks to and opportunities for the community.	■	■	■	■
Strategy 4.1.5.2: Prepare the community, infrastructure, and facilities for the potential increase in days with dangerously high temperatures, natural disasters, and emergencies.	■	■	■	■
Strategy 4.1.5.3: Identify and mitigate potential health risks associated with severe climate change events.	■	■	■	■
Goal 4.2: Enhance overall air and water quality in the area to provide desired quality of life for current and future residents.				
Objective 4.2.1: Identify, conserve, and protect the quality and health of water resources and ecosystems to meet local standards for public use and recreation.				
Strategy 4.2.1.1: Improve the quality of waterbodies, including but not limited to Yellowstone River, Fleshman Creek, watersheds, wetland, floodplains, groundwater aquifers, and all other waterways, and riparian areas.	■	■	■	■
Strategy 4.2.1.2: Monitor and discourage development as well as public uses in environmentally sensitive areas identified through the inventory and mapping process of Land Use Strategy 3.3.1.1 and 3.3.1.2.		■	■	■
Strategy 4.2.1.3: Identify point and non-point pollution sources such as stormwater runoff, brownfields, underground storage tanks, and diesel fuel spills, and address the resulting water contamination.		■	■	■
Strategy 4.2.1.4: Assess the percentage and impacts of impervious ground cover throughout the City and explore integrating green infrastructure and alternative runoff mitigation measures into neighborhoods to reduce impervious cover.		■	■	
Strategy 4.2.1.5: Identify water-dependent wildlife habitat and develop strategies to protect them.	■	■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 4.2.2: Monitor and maintain ambient air quality in compliance with National Ambient Air Quality Standards (NAAQS).				
Strategy 4.2.2.1: Set up an air quality monitoring station in the City as population and industrial activities increase.				■
Strategy 4.2.2.2: Coordinate with Park County in identifying the Wildland Urban Interface and supporting the ability of wildland fire fighters to manage incidents that put residents and firefighters at risk.	■	■	■	■
Goal 4.3: Protect and manage natural resources, open spaces, and wildlife.				
Objective 4.3.1: Identify and conserve areas in their natural setting and promote sustainable growth.				
Strategy 4.3.1.1: Develop a strategy for the protection and preservation of natural resources and open spaces commensurate with growth in Livingston.	■			
Strategy 4.3.1.2: Continue to coordinate with Park County's weed control program officer and promote native plantings in Livingston.	■	■	■	■
Strategy 4.3.1.3: Implement and annually review the City of Livingston Parks and Trails Noxious Weed Management Plan.	■	■	■	■
Strategy 4.3.1.4: Support efforts to remove non-native plants from the community.	■	■	■	■
Strategy 4.3.1.5: Encourage the planting of native plant species.	■	■	■	■
Strategy 4.3.1.6: Explore policies and educational programs to minimize pesticide use.	■			
Strategy 4.3.1.7: Support the efforts of Montana Fish, Wildlife & Parks that address the increase of terrestrial and aquatic invasive species that threaten native species and the natural ecosystem.	■	■	■	■
Strategy 4.3.1.8: Assess development and conservation of natural spaces at various scales to prevent and manage human-wildlife conflicts by monitoring the population of wildlife species in and near Livingston.	■	■	■	■
Objective 4.3.2: Protect the riparian corridors to preserve unique wildlife and promote water quality.				
Strategy 4.3.2.1: Continue to limit development in the floodplain through application of the Livingston Floodplain Regulations.		■		
Strategy 4.3.2.2: Protect the Yellowstone River's natural flow and flood cycles to promote the health of the riparian area and associated wildlife.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 4.3.2.3: Explore regulatory options for protecting the riparian area and waterway corridors.	■	■		
Strategy 4.3.2.4: Consider regular evaluations of the integrity of the levee adjacent to River Drive and the Civic Center Park Complex.	■	■	■	■
Strategy 4.3.2.5: Create a committee to review and evaluate the 2003 Upper Yellowstone River Task Force Final Report (**Appendix E**) and provide recommendations.	■			
Objective 4.3.3: Preserve the night skies as well as the natural scenic vistas.				
Strategy 4.3.3.1: Support the efforts of the Livingston Conservation Board in updating the City's Night Sky Protection Act.	■			
Strategy 4.3.3.2: Establish design guidelines that limit the impact of development on scenic vistas and viewsheds.		■		
Objective 4.3.4: Ensure that the extraction of sand and gravel resources throughout the region that will not negatively impact the surrounding ecosystem, nearby residents, or landowners.				
Strategy 4.3.4.1: Coordinate with adjacent jurisdictions to ensure restrictions are in place on sand and gravel operations in areas that pose a threat to water quality.	■	■	■	■
Strategy 4.3.4.2: Coordinate with adjacent jurisdictions to ensure policies are in place to mitigate the impacts of gravel resource extraction.	■	■	■	■
Objective 4.3.5: Sustain and improve the health and diversity of trees and other flora throughout Livingston.				
Strategy 4.3.5.1: Ensure trees on City lands are well maintained and healthy.	■	■	■	■
Strategy 4.3.5.2: Create an Emerald Ash Borer Action Plan to maintain and diversity our urban forest.	■			
Strategy 4.3.5.3: Consider adding requirements for trees into Gateway overlay zoning.	■			
Strategy 4.3.5.4: Expand educational programs to encourage private citizens to maintain a healthy and diverse tree canopy on private property and boulevards within the City.	■	■	■	■
Strategy 4.3.5.5: Explore local, state, and federal funding to incentivize the protection and maintenance of trees within the City.	■	■	■	■
Strategy 4.3.5.6: Pursue pollinator-friendly designations, such as "Bee City USA".	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Housing				
Goal 5.1: Provide housing options to meet the needs of all residents.				
Objective 5.1.1: Review City Ordinances to identify modifications required to meet the community's housing needs.				
Strategy 5.1.1.1: Inventory the supply of housing and buildable land in the City to determine density and growth rates and to analyze housing needs.	■			
Strategy 5.1.1.2: Consider implementing the recommendations of the housing action plan.	■	■	■	■
Strategy 5.1.1.3: Evaluate manufactured or similar type structures to create affordable housing inventory.	■			
Strategy 5.1.1.4: Review and amend zoning ordinance and subdivision regulations to identify legislative changes required to provide housing that meets the needs of all residents.	■	■		
Objective 5.1.2: Evaluate the impacts of vacation rentals on Livingston.				
Strategy 5.1.2.1: Explore creating a policy to regulate short-term and vacation rentals.	■			
Objective 5.1.3: Ensure the consistent and timely enforcement of building codes.				
Strategy 5.1.3.1: Ensure City staff are properly trained and have resources available to ensure timely enforcement of building and zoning codes.	■			
Objective 5.1.4: Promote a mix of housing within neighborhoods that supports a variety of household income levels, household age groups, and housing types.				
Strategy 5.1.4.1: Conduct a housing needs assessment to determine the housing needs of Livingston and the feasibility of various methods to promote and/or require the construction of housing units that meet the needs of all residents.	■			
Strategy 5.1.4.2: Promote inclusion of ADA-accessible units in new housing developments through the adoption of "Universal Design Standards" that remove barriers for mobility.	■	■	■	
Strategy 5.1.4.3: Promote Accessory Dwelling Units (ADU).	■	■	■	■
Strategy 5.1.4.4: Benchmark affordability indicators for the City to understand the availability of housing options at all levels of income and ownership types.	■			
Strategy 5.1.4.5: Facilitate the rehabilitation of older housing units by creating a housing rehabilitation initiative.		■	■	
Strategy 5.1.4.6: Assess the current provision of official safe shelter options for those experiencing homelessness.	■			

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 5.1.5: Create housing programs to retain employees, the elderly, and long-term residents.				
Strategy 5.1.5.1: Coordinate with employers to create a "workforce housing" program that will help retain employees in the City.	■			
Strategy 5.1.5.2: Work with non-profits to determine the potential for a "community land trust" housing program with deed restrictive housing.		■		
Strategy 5.1.5.3: Consider protecting mobile home parks with a codified ordinance.	■			
Strategy 5.1.5.4: Investigate the feasibility of creating a land bank for future housing needs.	■			
Strategy 5.1.5.5: Explore existing local, state, and federal funding mechanisms to aid in the creation of affordable housing.	■	■	■	■
Strategy 5.1.5.6: Explore funding mechanisms to encourage energy and resource efficiency retrofitting of existing homes to minimize energy and utility costs.	■	■	■	■
Economy				
Goal 6.1: Strengthen and diversify Livingston's economy by supporting industries and initiatives that increase employment opportunities and personal income.				
Objective 6.1.1: Support existing local businesses.				
Strategy 6.1.1.1: Increase use of the local Revolving Loan Fund to facilitate in existing business expansion and job creation.	■	■	■	■
Strategy 6.1.1.2: Explore incentives to businesses that provide some employee housing.	■	■		
Objective 6.1.2: Support continuing adult education to develop a more skilled workforce.				
Strategy 6.1.2.1: Support local school system/vocational schools/colleges & universities to develop curriculum tailored to local and regional needs.	■	■	■	■
Objective 6.1.3: Reassess needs of anchor businesses to accommodate their long-term needs and retention.				
Strategy 6.1.3.1: Host business roundtables with local business leaders to assess their needs.	■	■	■	■
Objective 6.1.4: Increase efforts to partner with Montana Rail Link (MRL) to rehabilitate surplus railroad property and integrate it into the community.				
Strategy 6.1.4.1: Work with MRL to identify underutilized railroad property.		■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 6.1.5: Plan for and attract new investment into the downtown district to support local businesses.				
Strategy 6.1.5.1: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.		■		
Strategy 6.1.5.2: Develop a parking strategy and consider removing parking space minimums from downtown coding.	■			
Strategy 6.1.5.3: Explore creating a downtown master plan focused on the Urban Renewal District.	■			
Strategy 6.1.5.4: Explore mechanisms to strengthen and enhance the effectiveness of the Urban Renewal Agency to encourage redevelopment of underutilized properties in the downtown area.	■	■	■	■
Strategy 6.1.5.5: Utilize and partner with local and state organizations like Prospera Business Network, Montana Department of Commerce, Montana Historic Preservation Grant Program (MHPC), and Montana Procurement Technical Assistance Center (PTAC), etc. to assist with economic development expertise and funding opportunities.	■	■	■	■
Strategy 6.1.5.6: Identify and implement a "Buy Local" procurement policy that greatly incentivizes the City of Livingston to support local businesses.	■	■	■	■
Strategy 6.1.5.7: Support expansion of current and emerging infrastructure technologies including fiber optic service and other communication infrastructure.	■	■	■	■
Strategy 6.1.5.8: Dedicate resources to strategies designed to help the local economy by investing in local businesses.	■	■	■	■
Objective 6.1.6: Support initiatives that help local producers and manufacturers connect with and engage in markets beyond Montana.				
Strategy 6.1.6.1: Engage with state trade representative to market the region nationally/internationally.		■		
Objective 6.1.7: Develop tools to attract and retain economic development prospects.				
Strategy 6.1.7.1: Explore the pros and cons of developing Tax Increment Financing (TIF) areas to help pay for needed infrastructure and upgrades for new developments.	■			
Strategy 6.1.7.2: Explore ways to increase capacity of the City's Economic Development division.	■			
Strategy 6.1.7.3: Promote utilization and strengthening of existing tools and incentives to promote economic growth and redevelopment within the City, such as the City's Tax Abatement Policy for historic properties.	■	■	■	■
Goal 6.2: As a major gateway to Yellowstone National Park, enhance and manage the City's tourism and hospitality industry to strengthen its economy and quality of life.				
Objective 6.2.1: Promote local tourism that highlights and protects our outdoor environment, supports local culture, and advances economic diversification and job creation.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 6.2.1.1: Explore improved access to the Yellowstone River recreation, such as riverfront parks, boat ramps, and islands while respecting and protecting the natural environment.			■	■
Strategy 6.2.1.2: Organize nature-based events and programming to promote community culture.		■	■	■
Objective 6.2.2: Build upon and strengthen Livingston's status as an outdoor destination.				
Strategy 6.2.2.1: Ensure connectivity between the City's trail network and the greater regional trail network.	■	■	■	■
Strategy 6.2.2.2: Capitalize on increasing bicycle tourism by supporting the creation of regional and national bicycle networks and trails, including but not limited to the Old Gardiner Road Trail improvement project and the "Great American Rail Trail".	■	■	■	■
Strategy 6.2.2.3: Maintain public access to the Yellowstone River and public lands within the City and ETJ, and support local efforts to maintain or expand public access to public lands.	■	■	■	■
Objective 6.2.3: Make a good first impression to visitors.				
Strategy 6.2.3.1: Develop a coherent and unique marketing strategy and branding that is consistent through all media.		■		
Strategy 6.2.3.2: Develop effective wayfinding signage for locals and tourists to easily find destinations and parking.		■		
Strategy 6.2.3.3: Develop effective wayfinding signage for locals and tourists to easily navigate the parks and trails system.		■		
Strategy 6.2.3.4: Explore development of City infrastructure design guidelines to create Citywide and/or neighborhood-specific aesthetic coherence for signage, lighting, and other streetscape elements.	■			
Strategy 6.2.3.5: Refer to the Infrastructure Management Strategy for more information on achieving specific strategies that relate to infrastructure.	■	■	■	■
Local Services				
Goal 7.1: Continue to provide a robust first response network to the City of Livingston.				
Objective 7.1.1: Implement Computer Aided Dispatch (CAD) system for police/fire/EMS.				
Strategy 7.1.1.1: Pursue state and federal grant opportunities to defray the cost of upgrading 9-1-1 software for local dispatchers.			■	
Strategy 7.1.1.2 Continue to coordinate with Park County on implementing recommendations of the pre-disaster mitigation plan and Community Wildfire Protection Plan.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Goal 7.2: Ensure that residents' needs are met through local services.				
Objective 7.2.1: Support the local educational needs of the community.				
Strategy 7.2.1.1: Collaborate with the local school district to annually review preschool, elementary, middle, and high school capacity needs based on population estimates and development trends.	■	■	■	■
Objective 7.2.2: Support services that meet the needs of the aging population.				
Strategy 7.2.2.1: Survey residents 50 years of age and older to gain an understanding of the services they want and need.	■			
Strategy 7.2.2.2: Pursue an Age-Friendly Community designation through AARP.			■	
Strategy 7.2.2.3: Collaborate with entities supporting and advocating for older adults' personal safety such as Adult Protective Services and Angel Line to promote their services throughout the community.	■	■	■	■
Strategy 7.2.2.4: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare. and Park County Senior Center to promote their services throughout the community.	■	■	■	■
Strategy 7.2.2.5: Collaborate with entities supporting and advocating for older adults' quality of life such as assisted living providers, HRDC Homemaker Program, Montana Departments of Revenue and Health and Human Services, Montana Veterans Affairs, Livingston HealthCare, and Park County Senior Center to assess unmet needs of Livingston's residents.	■	■	■	■
Strategy 7.2.2.6: Collaborate with transportation providers such as Angel Line Senior, Windrider, and Disabled Transportation to promote its services throughout the community.	■	■	■	■
Objective 7.2.3: Support services that meet the needs of the disabled population.				
Strategy 7.2.3.1: Ensure fulfillment of the Livingston 2019 ADA Transition Plan.	■	■	■	■
Strategy 7.2.3.2: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to promote their services throughout the community.	■	■	■	■
Strategy 7.2.3.3: Collaborate with entities supporting and advocating for people with disabilities such as the Montana Disability and Health Program, Montana Association of Community Disability Services-Systems Advocacy, Disability Rights of Montana, and Montana Veterans Affairs to assess any unmet needs of Livingston's residents.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 7.2.3.4: Collaborate with transportation providers such as Angel Line Senior and Disabled Transportation to promote services throughout the community.				
Objective 7.2.4: Support services that meet the needs of people experiencing mental illness.				
Strategy 7.2.4.1: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, Park County Treatment Court, and Youth Dynamics to promote their services throughout the community.				
Strategy 7.2.4.2: Collaborate with mental health providers such as Montana Department of Health and Human Services, Alcoholics Anonymous, L'esprit, Livingston HealthCare, Park County Health Department, Southwest Chemical Dependency Center Program, Montana Suicide Prevention Lifeline, Montana Veterans Affairs, and Youth Dynamics to assess any unmet needs of Livingston's residents.				
Objective 7.2.5: Support services that meet the needs of people experiencing hunger and/or homelessness.				
Strategy 7.2.5.1: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to promote their services throughout the community.				
Strategy 7.2.5.2: Collaborate with hunger prevention entities such as Livingston Food Resource Center, Loaves and Fishes, Montana DPHHS, Office of Public Assistance, WIC Clinic, and homeless services such as the HRDC Emergency Shelter Center in Livingston and Warming Center in Bozeman, and Family Promise to assess any unmet needs of Livingston's residents.				
Objective 7.2.6: Support services that meet the needs of people experiencing abuse.				
Strategy 7.2.6.1: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to promote their services throughout the community.				
Strategy 7.2.6.2: Collaborate with advocacy entities such as ASPEN, Court Appointed Special Advocates (CASA), Montana Legal Services Association, Montana Department of Justice, and Crime Victim/Witness Advocacy Program to assess any unmet needs of Livingston's residents.				
Goal 7.3: Pursue changes to State Law and local government that incentive Smart Growth by providing necessary revenue streams without requiring expansion.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Transportation				
Goal 8.1: Improve pedestrian and bicycle safety within the City.				
Objective 8.1.1: Ensure trail and sidewalk connectivity within and around the City.				
Strategy 8.1.1.1: Adopt an ordinance requiring sidewalks on new developments within City limits.	■	■		
Strategy 8.1.1.2: Evaluate the creation of a matching fund to assist local property owners to rehabilitate existing sidewalks, as needed.		■		
Strategy 8.1.1.3: Explore the creation of a special improvement district (SID) to fill gaps in the existing sidewalk infrastructure.		■		
Strategy 8.1.1.4: Create a process to explore connectivity between City trails and parks to the larger outlying trails network.	■			
Strategy 8.1.1.5: Consider installing outlets for pedestrians and bicyclists in cul-de-sacs and dead-end streets.		■		
Strategy 8.1.1.6: Implement the recommendations made in the active transportation plan of the City.	■	■		
Objective 8.1.2: Make streets safe for all modes of transportation when planning for future developments and rehabilitation of existing transportation infrastructure.				
Strategy 8.1.2.1: Explore developing roadway standards that accommodate bike/auto/pedestrian and transit.	■	■		
Strategy 8.1.2.2: Identify primary pedestrian and bicycle corridors and conduct walk/bike audits along identified corridors to determine necessary upgrades.		■		
Strategy 8.1.2.3: Conduct walk and bike audits to assess ADA accessibility throughout the City, including within the City parks and trails system.		■		
Objective 8.1.3: Develop a Safe Routes to School Travel Plan for the City.				
Strategy 8.1.3.1: Partner with the Montana Department of Transportation, regional, and local partners to develop a Safe Routes to School plan for the City's schools.			■	
Objective 8.1.4: Review & update the land use plan to reflect the ability of the transportation system to maintain an acceptable level of mobility.				
Strategy 8.1.4.1: Update the Future Land Use Map based on future transportation improvements.			■	

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Goal 8.2: Create a complete and well-maintained transportation network within the City.				
Objective 8.2.1: Improve traffic flow to the north side of the City in accordance with the Future Land Use Map of this Growth Policy.				
Strategy 8.2.1.1: Provide safe and accessible crossings for pedestrians and bicyclists across railroad tracks.			■	
Objective 8.2.2: Develop additional grade-separated crossings to serve areas of new growth.				
Strategy 8.2.2.1: Pursue state and federal transportation funding sources to develop safe, grade-separated facilities to cross over railroad tracks.		■		
Strategy 8.2.2.2: Partner with Montana Rail Link to determine when railroad maintenance is occurring in targeted crossing locations to reduce costs on all entities.	■	■	■	■
Strategy 8.2.2.3: Reevaluate and amend the 2017 Northside Transportation Plan in relation to the updated Future Land Use Map of this Growth Policy.	■			
Objective 8.2.3: Require road and multi-use trail and/or sidewalk connections to existing and future developments.				
Strategy 8.2.3.1: Ensure zoning ordinance and subdivision regulations require multi-use trail and/or sidewalk connections to existing and future development.	■	■		
Strategy 8.2.3.2: Require that right-of-way is dedicated to the City during the subdivision review approval process.		■		
Objective 8.2.4: Ensure that bicycle, pedestrian, and trail connectivity is evaluated in all requests for modification or abandonment of public rights-of-way or access easements.				
Strategy 8.2.4.1: Update related policies or codified processes to reflect this evaluation effort.	■			
Objective 8.2.5: Develop financing mechanisms that will encourage federal, state, and private sector investment.				
Strategy 8.2.5.1: Evaluate the effectiveness of developing a Joint Economic Development District (JEDD) with the County.		■		
Strategy 8.2.5.2: Evaluate the effectiveness of using a Special Improvement District (SID) to improve unpaved streets.	■			
Objective 8.2.6: Support the Big Sky Passenger Rail Authority (BSPRA) in bringing passenger rail back to Livingston.				
Strategy 8.2.6.1: Support the BSPRA in seeking private, state, and federal funding.	■	■	■	■
Strategy 8.2.6.2: Ensure any future passenger rail service stops in Livingston.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 8.2.7: Prioritize existing roadways and utility infrastructure to ensure connectivity and avoid leapfrog development.				
Strategy 8.2.7.1: Prioritize roadway construction or improvements in areas that have been dedicated as mixed use or higher density in the Growth Policy.	■	■	■	■
Strategy 8.2.7.2: Ensure that all transportation modes are provided for when constructing new roadways, including: sidewalks, bikeways, and vehicular and public transit rights-of-way	■	■	■	■
Strategy 8.2.7.3: Carefully assess the induced demand impacts of transportation improvements, providing these improvements strategically for intended growth, not in response to development that is out-of-step with the goals of the Growth Policy.	■	■	■	■
Objective 8.2.8: Provide safe roads for people and wildlife.				
Strategy 8.2.8.1: Partner with the Montana Department of Transportation and other agencies to reduce the risk of wildlife-vehicle collisions in and around Livingston.	■	■	■	■
Objective 8.2.9: Mitigate road closure and construction impacts on traffic congestion.				
Strategy 8.2.9.1: Explore alternatives to congestion on Park St. when I-90 is closed and continue to work with Montana Department of Transportation.	■	■	■	■
Public Facilities				
Goal 9.1: Develop infrastructure to enhance community services and improve public safety for Livingston residents.				
Objective 9.1.1: Enhance information and communication connectivity in Livingston.				
Strategy 9.1.1.1: Advocate for increased availability of broadband internet by collaborating with outside partners and resources.	■			
Strategy 9.1.1.2: Conduct a Cost-Benefit Analysis to identify the most feasible solution given Livingston's topography, such as consideration of blended Fiber and the Fixed wireless technologies.		■		
Strategy 9.1.1.3: Review codes to promote "open trench" and "dig once" policies to facilitate broadband deployment.	■	■		
Objective 9.1.2: Implement technologies that improve the capacity and effectiveness of all water-based systems.				
Strategy 9.1.2.1: Reduce the risk of flooding and pollution threats through proactive and innovative stormwater management programs.			■	
Strategy 9.1.2.2: Explore the creation of a City stormwater utility.	■	■		
Strategy 9.1.2.3: Encourage development of bioswales and other green solutions during road rehabilitation and other infrastructure projects.		■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 9.1.2.4: Ensure adequate water supply to meet current and future demand.				■
Strategy 9.1.2.5: Coordinate sanitary sewer replacement and wastewater system expansion with increase in growth.				■
Strategy 9.1.2.6: Promote water conservation strategies.	■	■	■	■
Objective 9.1.3: Develop an integrated and efficient solid waste management system.				
Strategy 9.1.3.1: Conduct a community waste assessment to discover opportunities for solid waste reduction.			■	
Strategy 9.1.3.2: Develop an internal policy and guidelines for waste reduction and recycling expansion in coordination with the County.		■		
Strategy 9.1.3.3: Promote at-home recycling and community composting initiatives to divert waste from landfills.	■	■	■	■
Strategy 9.1.3.4: Evaluate creating a citywide compositing and curbside recycling program.	■			
Strategy 9.1.3.5: Create a community education initiative to reduce confusion and promote effective recycling.	■			
Strategy 9.1.3.5: Increase capacity for processing green waste to approximate city output.	■	■	■	■
Objective 9.1.4: Prepare a reliable funding framework to ensure ongoing infrastructure improvements.				
Strategy 9.1.4.1: Review existing funding sources and tools to ensure availability for improvement of existing and development of new community assets.	■	■	■	■
Strategy 9.1.4.2: Continue to secure funding sources to upgrade existing and provide new public facilities, and parks and trails.	■	■	■	■
Strategy 9.1.4.3: Consider the formation of a parks and trails maintenance district for sustainable funding of parks and trails.		■		
Goal 9.2: Ensure adequate public parks, trails, and recreation system to support the community now and in the future.				
Objective 9.2.1: Actively promote and develop, as well as maintain current, parks, trails, and outdoor recreational areas that promote Livingston's historic, natural, and cultural attributes, as outlined in the City of Livingston's Parks and Trails Master Plan.				
Strategy 9.2.1.1: Identify, monitor, and protect public access to public lands and partner with others to help ensure public rights-of-ways are open, maintained, and accessible by the public.	■	■	■	■
Strategy 9.2.1.2: Seek public input and feedback on current use of the park and trails system and future capital and programing priorities.		■		

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 9.2.1.3: Review and update the current community profile and future demographic trends to ensure the level of service provided by the current network of neighborhood parks, trails and programming is adequate and equitable.		■		
Strategy 9.2.1.4: Set a schedule to update the parks and trails map regularly to ensure accuracy and ease of use for the public.	■			
Strategy 9.2.1.5: Encourage the continued use of public schoolyards to serve as public space while school is not in session. Work with the School District to maximize the recreational and educational benefits of schoolyards for all members of the community.	■	■	■	■
Strategy 9.2.1.5: Investigate updating the Livingston Parks and Trails Master Plan.	■			
Objective 9.2.2: Support and promote arts and culture in the community while nurturing and attracting diverse talent.				
Strategy 9.2.2.1: Advance opportunities and recognize community talent in arts, sports, and other cultural activities.	■	■	■	■
Strategy 9.2.2.2: Continue to provide public space and venues for community events and festivals.	■	■	■	■
Intergovernmental Coordination				
Goal 10.1: Plan for future development within the urban/rural interface.				
Objective 10.1.1: Coordinate and collaborate with Park County.				
Strategy 10.1.1.1: Organize and facilitate regular communication with representatives from the County and other Jurisdictions to foster interdepartmental dialogue.	■	■	■	■
Strategy 10.1.1.2: Implement the recommendations included in the Extra-Territorial Jurisdiction Plan of the 2021 Livingston Growth Policy Update. See Appendix A.	■	■	■	■
Strategy 10.1.1.3: Explore the creation of a City-County Planning Board.	■	■		
Goal 10.2: Ensure seamless provision of services and amenities to residents, businesses, and visitors within the region.				
Objective 10.2.1: Coordinate and collaborate with other entities on planning, funding, and implementation of projects and programs that affect quality of life in Livingston and the surrounding region.				
Strategy 10.2.1.1: Gauge interest from Park County/other local jurisdictions in developing & participating in a regional planning committee to regularly coordinate and collaborate on regional opportunities.	■	■		
Strategy 10.2.1.2: Communicate **and collaborate** with the National Park Service, Montana Fish, Wildlife, and Parks, and the National Forest Service as needed.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near-Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 10.2.1.3: Communicate **and collaborate** with the Montana Department of Transportation as needed.				
Strategy 10.2.1.4: Communicate **and collaborate** with entities responsible for providing services to people experiencing hunger and/or homelessness as needed.				
Strategy 10.2.1.5: Communicate **and collaborate** with medical and emergency services providers as needed.				
Strategy 10.2.1.6: Communicate **and collaborate** with local school districts as needed.				
Strategy 10.2.1.7: Communicate **and collaborate** with residents and public stakeholders as needed.				

Infrastructure Management Strategy

The Growth Policy recognizes that there is a continued demand for infrastructure improvements. The City has completed the following facility plans and reports to identify existing needs and to plan for future growth:

- City of Livingston Community Center Recreation Feasibility Study
- City of Livingston Park and Trails Master Plan
- City of Livingston Source Water Delineation and Assessment Report
- City of Livingston Stormwater Drainage Study
- City of Livingston Streetscape Enhancements Master Plan
- City of Livingston Urban Renewal Plan
- City of Livingston Wastewater Engineering Report
- City of Livingston & Park County Montana Solid Waste Management Plan
- Northside Livingston Transportation Plan

Scheduling of projects and identification of funding sources are accomplished by including the projects in the Capital Improvements Plan (CIP). The City adopts a CIP every five years with the most recent covering the period from 2017 – 2021. The magnitude of the costs associated with construction repair typically requires a combination of funding mechanisms including property tax revenue, municipal bonds, special improvements districts, and urban renewal/tax increment funding. State and Federal grant and loan programs are another important funding source.

The City should update its life-cycle cost analysis procedures for major acquisitions and investments including vehicles, buildings, service equipment, and infrastructure to identify and value:

- Cost to the taxpayer
- Greenhouse-gas emissions and energy use
- Water use reduction
- Solid waste reduction
- Reuse of current resources
- Consolidation of project work
- Consider the social cost of carbon

Review and Revisions to the Growth Policy

A. Reviewing

The City Planning Board will conduct a review of the Livingston Growth Policy every two years. The review will determine if conditions have changed significantly enough to warrant a revision or amendment, such as deviation from anticipated trends; accomplishment of goals, strategies, and actions; changes in legal framework (federal/state legislation, judicial rulings, etc.); significant economic changes; or deviation from established targets. A report will be developed to make recommendations for updates and/or relay progress results to the City Commission.

B. Amending & Updating

When updating or amending the Livingston Growth Policy, the following criteria should be considered:

- Whether the development pattern contained in the Growth Policy inadequately provides appropriate optional sites for the uses proposed in the amendment.
- Whether the amendment constitutes an overall improvement to the Growth Policy or would be solely for the good or benefit of a landowner or owners at a particular point in time.
- Whether the amendment will adversely impact the community as a whole or a portion of the community by:

- Significantly altering acceptable existing land use patterns; or
- Requiring larger and more expensive improvements to roads, sewer, or water systems that are needed to support the prevailing land uses and which therefore may impact development of other lands or adversely impacting existing uses because of increased traffic on existing systems; or
- Affecting the livability of the area or the health and safety of the residents.

- Whether the amendment is compatible with the future land uses and intensities contained in the Growth Policy.
- Whether the amendment is consistent with the overall intent goals and strategies of the Growth Policy or furthers them.
- Whether significant public input supports the change.
- Whether the amendment carries out, as applicable, any specific strategy action or task for community facilities or public infrastructure including such things as transportation facilities or public sewer and water systems that are contained in the Growth Policy.
  - Updates or amendments should be consistent with other adopted plans, such as hazard mitigation plans or transportation plans.

Amendments may be initiated by the City in accordance with the procedures set forth by state statutes regarding the development of the original Growth Policy outlined in Montana Code: Title 76 Land Resources & Use, Chapter 1. Planning Boards, Part 6. Growth Policies, Section 601. Guidance outlining the Adoption, Revision, or rejection of Growth Policy are outlined in Montana Code: Title 76 Land Resources & Use, Chapter 1. Planning Boards, Part 6. Growth Policies, Section 604. **Table 12.2** displays the proposed reviewing and amending timetable.

Table 12.2: Reviewing & Amending Timetable

Tasks	Year 1 (begins January 2023)				Year 2			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Initiate Review of Growth Policy								
Preliminary Progress Report sent to City Commission								
Review by City Commission								
Public Outreach & Engagement								
Final Amendments or Updates Drafted								
Submission of Updated Growth Policy to City Commission								
Adoption of Amended or Updated Plan								
Monitor changes for next review cycle								

Appendices

Appendix A: Extra-Territorial Jurisdiction Plan



LIVINGSTON GROWTH POLICY
EXTRA-TERRITORIAL JURISDICTION PLAN

Draft | April 2021

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1 | Introduction

Introduction

The 2020 Update of the Livingston Growth Policy will serve as an integral land use planning guidance tool as the community grows and develops. The Growth Policy includes consideration of the adjacent unincorporated area around the City which is located in Park County and defined by a 2-mile buffer from the Livingston municipal boundary. The Extra-Territorial Jurisdiction – or ETJ - is where future growth is likely to occur because of proximity to Livingston, and the services and opportunities that Livingston, Park County, and their partners offer in the area. As such, the Extra-Territorial Jurisdiction Plan (Report) seeks to outline actions that the City of Livingston can take to ensure that the community is prepared for any growth in the ETJ.

This Report summarizes existing conditions and expected growth trends in the ETJ. It also includes specific goals, objectives, and strategies that may be used to help implement the Growth Policy. The ETJ Plan is intended to assist in the effective coordination between local, county, and state governments to plan for the infrastructure and services necessary to support any new growth in the ETJ.

The Report is a supplement to the Growth Policy for the City of Livingston. It was developed as part of the planning process described in **Chapter 1: Introduction** and **Appendix B: Public Participation** of the 2020 Livingston Growth Policy.

2 | Existing Conditions and Needs Assessment

Context

This chapter of the Report summarizes the existing conditions of the Extra-Territorial Jurisdiction (ETJ) and includes a description of the area's unique characteristics that impact and will be affected by future growth within and adjacent to the City of Livingston. The chapter also includes interpretations of that information and opinions of the community on future growth within the ETJ.

The information in the following sections comes from a wide variety of sources and formats: federal, state, county, and city datasets, studies, and planning documents, as well as additional data collection as part of the Growth Policy update process. Since the ETJ is not an official place, data is not readily available for it specifically. Where independent data was not available for the ETJ alone, a consolidated analysis has been conducted. This combined area, that is the City of Livingston and the surrounding 2-mile area, is referred to as the 'Combined Study Area' in the Report. It is also important to note that, given the proximity of the ETJ to the City, several characteristics of this area are similar to that of the City. As such, references to the Livingston Growth Policy are made where applicable.

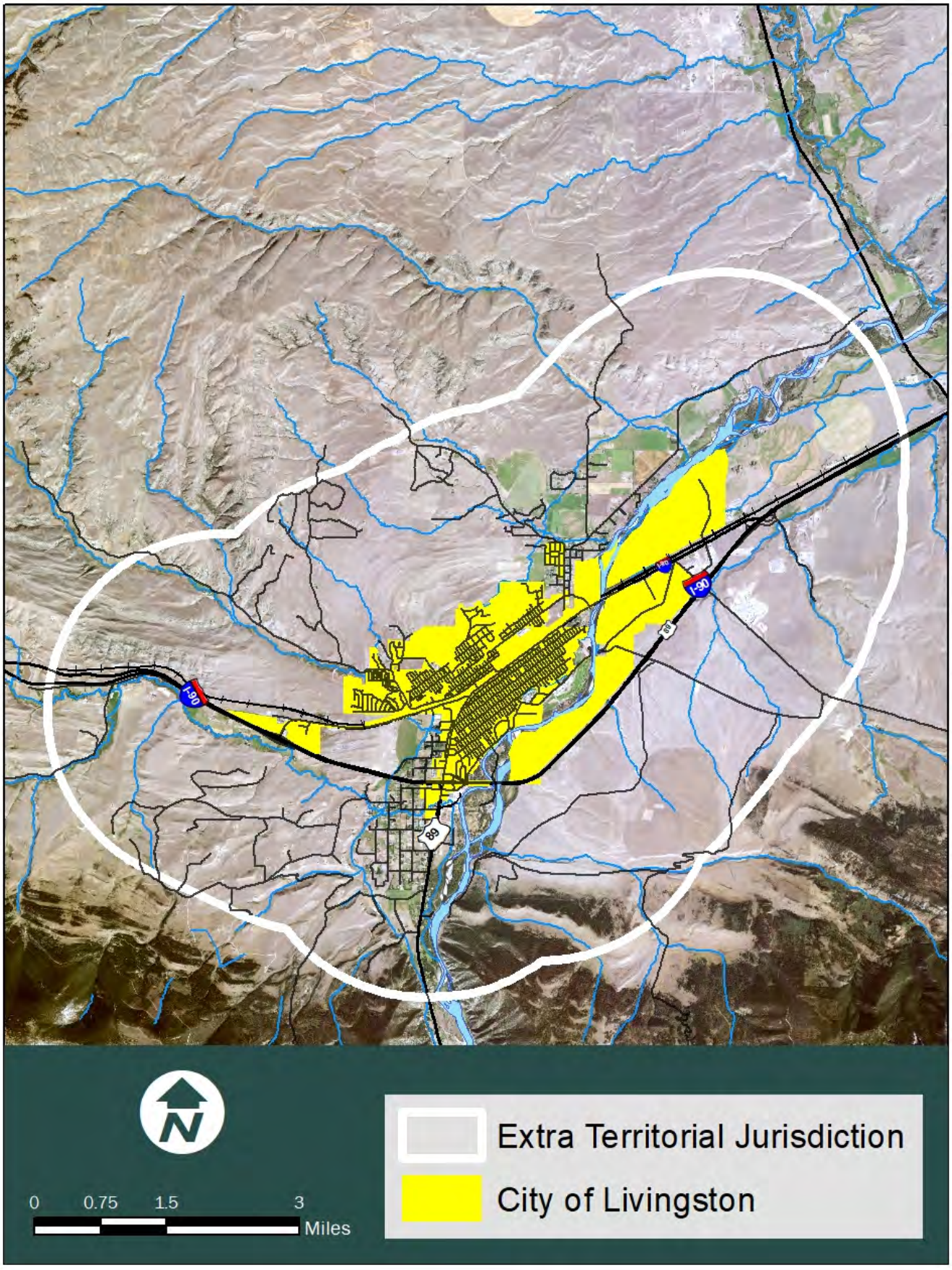
The ETJ boundary is defined as a 2-mile radius around the City of Livingston's municipal boundary. The total Combined Study Area (the ETJ and the City of Livingston, combined) is about 51.3 square miles. Establishing this boundary that extends beyond the City limits allows for a clearly defined area within which the City, Park County, and their partnering entities can plan for the infrastructure and services necessary to support any new growth in the area. **Exhibit 2.1** identifies the Combined Study Area boundary.

This section establishes a baseline upon which the areas for future development can be planned in an efficient, fiscally responsible, and environmentally sustainable manner without burdening current resources. Furthermore, new development will likely affect other services such as fire and police provisions, utilities, traffic management, maintenance of parks and open spaces, as well as natural resources required for providing quality of life for the ETJ's and Livingston's residents. Viewsheds, scenic vistas, and the overall rural character may also be impacted by development in this area. Hence, careful planning is critical for the health and vitality of the City and the Extra-Territorial Jurisdiction. **Figure 2.1** shows the predominant rural character of the Extra-Territorial Jurisdiction.

Figure 2.1: Rural Character of the Extra-Territorial Jurisdiction



Exhibit 2.1: Extra-Territorial Jurisdiction Study Area Boundary



Population

A. Introduction

The Population section outlines the growth and aging trends of people living in the Extra-Territorial Jurisdiction (ETJ). It also describes the estimated levels of education attained by residents of the area compared with the City of Livingston. This section also explains migration within the area using the Housing Starts indicator, and family household characteristics.

B. Growth Trends

The ETJ's population has witnessed fluctuation over the last couple of decades. The population dropped between 2000 and 2010 by approximately 503 people (19.22 percent) and in the following decade it increased by 231 people (10.92 percent). Possible reasons for population decrease in the 2000s may have been annexations and the 2008 national economic crash. However, since 2010, the population of the ETJ, City, and County have grown uniformly (**Table 2.1**). Spatially, the population density is higher in the northern and eastern parts of the ETJ.

Table 2.1: Extra-Territorial Jurisdiction Population Estimates

Area	2000	2010	2020	Percent Change 2000-2010	Percent Change 2010-2020
Extra-Territorial Jurisdiction	2,617	2,114	2,345	-19.22%	10.92%
City of Livingston	6,851	7,044	7,764	2.81%	10.22%
Combined Study Area	9,468	9,158	10,109	-3.27%	10.38%
Park County	15,694	15,636	17,287	-0.35%	10.56%

Source: ACS; ESRI, 2020

Given the growing interrelationships between the City of Livingston and the ETJ, projections for the individual areas as well as the Combined Study Area are increasingly important for a big-picture view and for coordinated planning of transportation and other infrastructure.

According to local estimates, the increase in population from 2000 to 2010 and from 2010 to 2020 indicate that the annual growth rate has not been consistent and has ranged from -2.11 percent to 1.04 percent for the ETJ. Furthermore, the annual growth rate for the ETJ from 2010 to 2020 was 1.04 percent and for the Combined Study Area was 0.99 percent reflecting a shift to more rural residential living. Assuming that the future growth will follow the previous decade's uniform growth trends, the population projections for the next 20-year timeframe is demonstrated in **Table 2.2.**

The growth rate can fluctuate greatly from year to year depending on annexations, life expectancy, the magnitude of Livingston's and other nearby communities' economies, increased incidences of telecommuting, and interest in living close to an established community like Livingston would likely determine population growth rates. Changes in population may also be affected by unforeseen and unprecedented circumstances such as the COVID-19 pandemic.

Table 2.2: Population Projections in the Extra-Territorial Jurisdiction and Combined Study Area

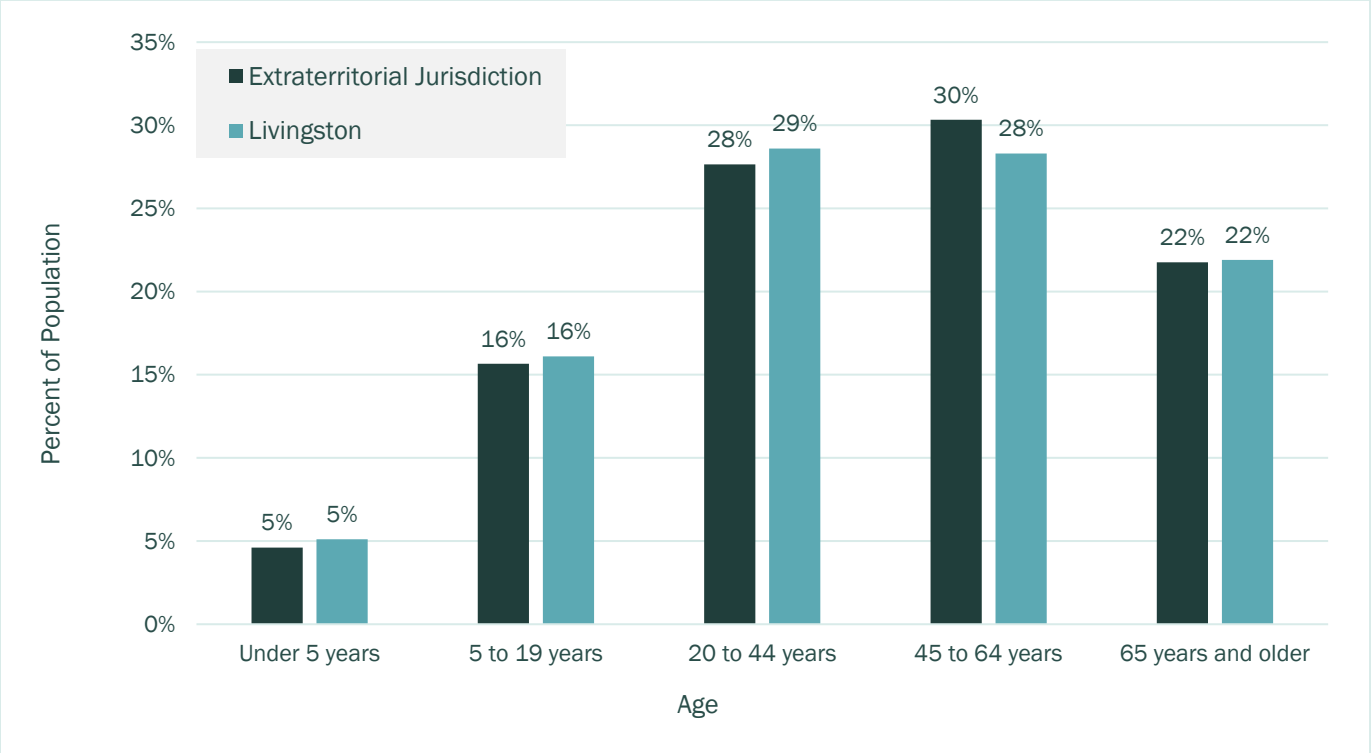
Year	Extra-Territorial Jurisdiction Annual Growth Rate of 1.04%	Combined Study Area Annual Growth Rate of 0.99%
2010	2,114	9,158
2020	2,345	10,109
2030	2,600	11,303
2040	2,884	14,707

Source: ESRI, 2020

C. Aging Trends

The ETJ has an older population relative to the City of Livingston. The 2020 estimated median age in the ETJ is 46.4 years, while the City's median age is 41. **Figure 2.2** compares the breakdown by age of residents in the ETJ and the City. As the figure shows, the age of both regions is nearly the same with the ETJ showing a greater percent (30 percent) in the 45 to 64 years old age group.

Figure 2.2: Age Trends in the Extra-Territorial Jurisdiction and the City of Livingston



Source: ESRI, 2020

D. Educational Attainment

The Combined Study Area and the City of Livingston have similar levels of educational attainment, meaning there is not a significant educational difference between people living within City limits and those located in the ETJ. While the Combined Study Area has a greater rate of some college with no degree compared to Livingston alone, Livingston has a higher rate of individuals with a bachelor's or graduate/professional degree. The educational breakdown can be seen in **Table 2.3**.

Table 2.3: Educational Attainment

Education Level	City of Livingston	Combined Study Area
Less than High School	3.9%	4.0%
High School or GED	32.3%	32.1%
Some College, no degree	26%	28.3%
Associate's Degree or equivalent	7.5%	6.6%
Bachelor's Degree	20.9%	20.4%
Graduate or Professional Degree	9.4%	8.6%

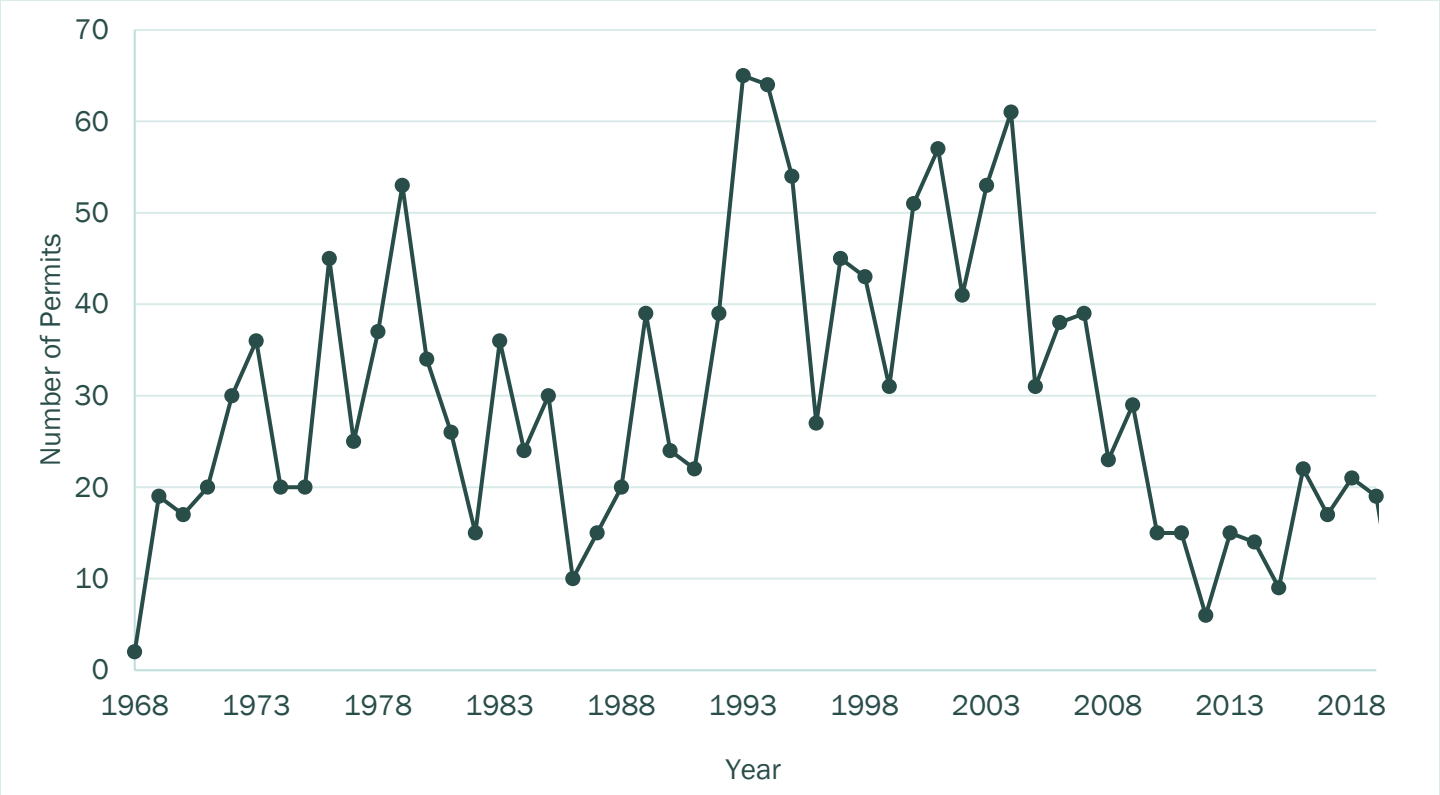
Source: ESRI, 2020

E. Housing Starts

Septic permits for new construction issued over the past several decades provide an indicator on development activity and general migration trends in the unincorporated area. Accordingly, 1,566 permits have been issued in total since 1968 that include both residential and non-residential properties. Construction activity peaked in 1993 and then again in 2004. However, after 2004, growth slowed significantly in the area possibly due to the recession. After the drop in 2012, construction activity has been recovering over the last few years.

Figure 2.3 shows the number of septic permits for new construction issued in the Extra-Territorial Jurisdiction since 1968.

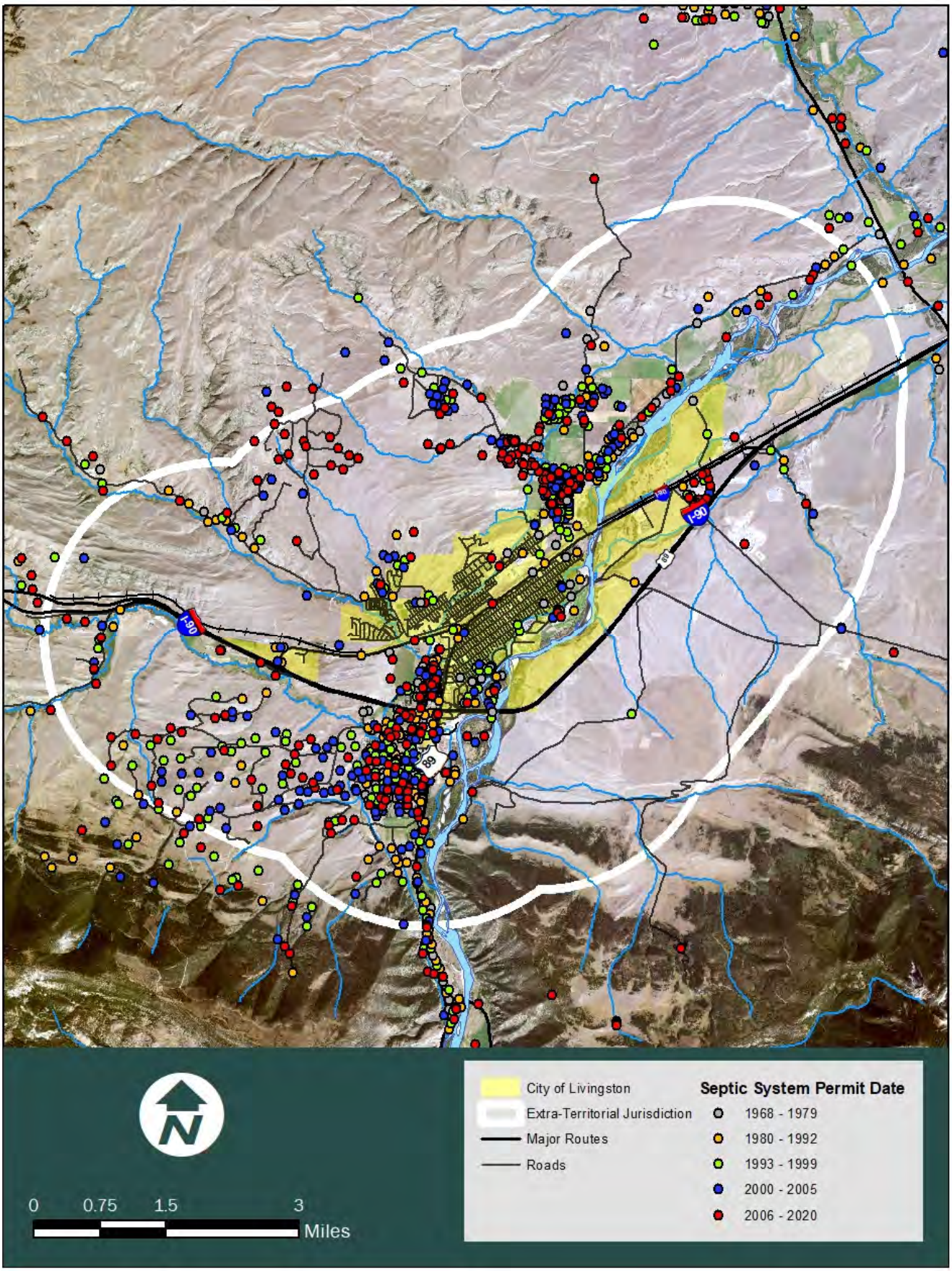
Figure 2.3: Number of Septic Permits Issued in the Extra-Territorial Jurisdiction



Over the decades, growth has occurred in areas close to the City limits. New construction was mainly concentrated along the Yellowstone River and Dry Creek in the north and northeast sides of the ETJ, and along US-89 in the southwest side. South of Livingston, with the exception of a few industrial facilities, had the least activity. The remaining new development was scattered.

Until the year 1992, construction away from the City limits was negligible. Since 1993, new development clusters were seen along Meigs Road and Buckskin Trail, along Kindsfather Drive, and in the southeast side near Wineglass. More recently since 2006, growth is seen in the area around Pronghorn Trail and Haven Meadow Loop, as well as in the already developing southwest region of the ETJ. **Exhibit 2.2** shows the location of construction activity over the years in the ETJ.

Exhibit 2.2: Septic Permits Issued in the Extra-Territorial Jurisdiction



Land Use

A. Introduction

The Land Use chapter presents the unique geographic context of the Extra-Territorial Jurisdiction (ETJ), describes the existing land use and cover (zoning and otherwise), the nature of its largely un-zoned area, and an analysis of anticipated future land uses. The section also presents the locations of public lands and important farmlands in the jurisdiction.

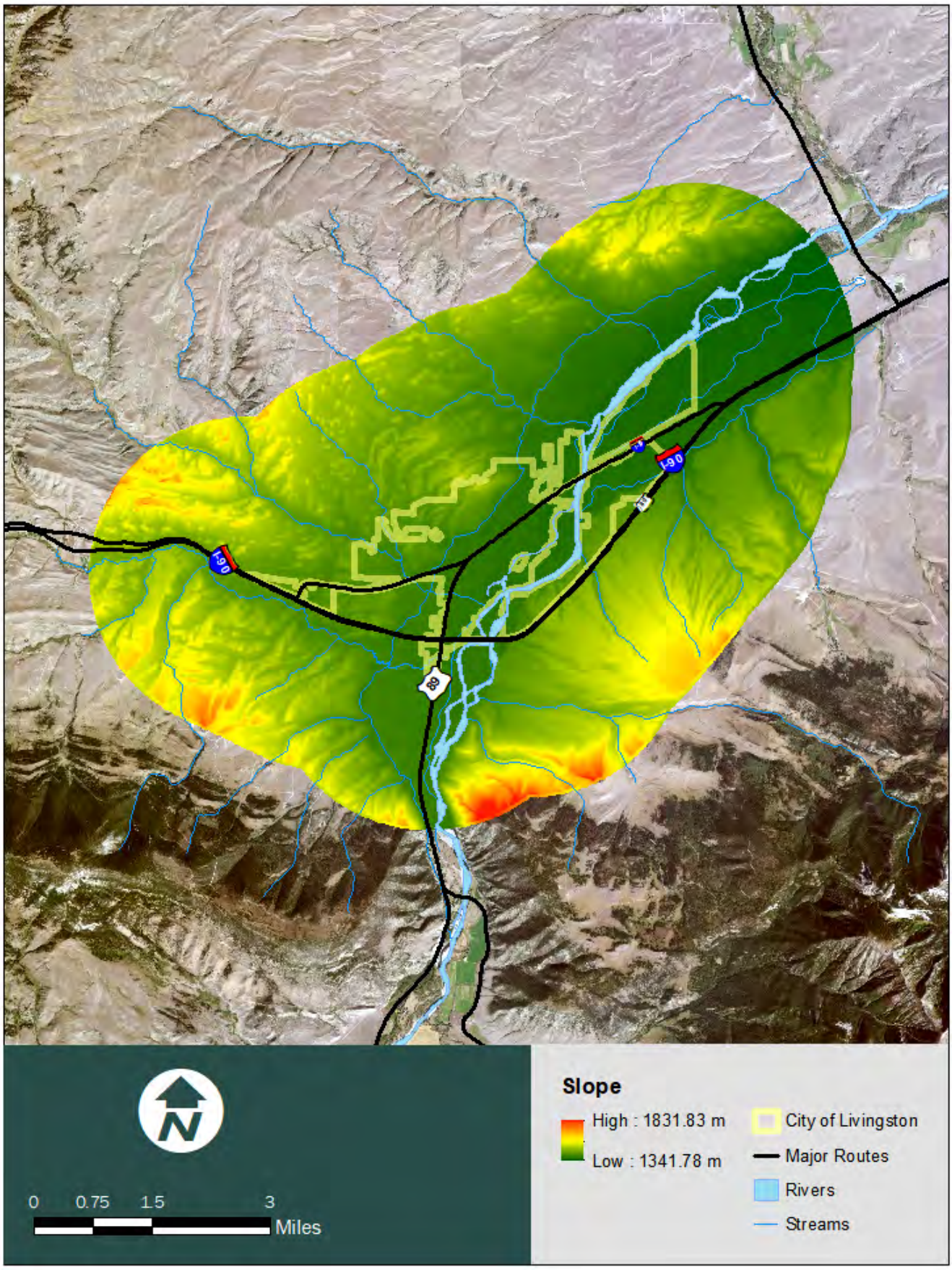
B. Geography

The ETJ surrounds the City of Livingston, located along I-90 and the Yellowstone River, approximately 25 miles east of Bozeman and 115 miles west of Billings. Livingston is nestled in the Yellowstone River valley, surrounded mostly by mountainous terrain that makes up most of the ETJ.

Outside of the current City limits, in the ETJ, elevation increases and ranges between 4,402 ft. to 6,010 ft. (1,341.78 meters to 1831.83 meters), with steep slopes in the south and gradual slopes in the north. The Yellowstone River and streams are located at the lowest elevation levels (**Exhibit 2.3**). Given this terrain, land that is relatively easier to develop is limited mainly to the north and northeast areas of the ETJ. Currently, the area has very low housing density accessible by unpaved local roads.

Most of the ETJ is undeveloped and characterized by open natural spaces. The open space is predominantly made up of grasslands except some areas north of Livingston and along the River that are cultivated for crops. The area also provides opportunity for many different recreational activities including fishing, hunting, hiking, rafting, and hot springs.

Exhibit 2.3: Elevation Change in the Extra-Territorial Jurisdiction



C. Land Use Patterns

Existing Zoning

The ETJ is not currently zoned.

Land Cover

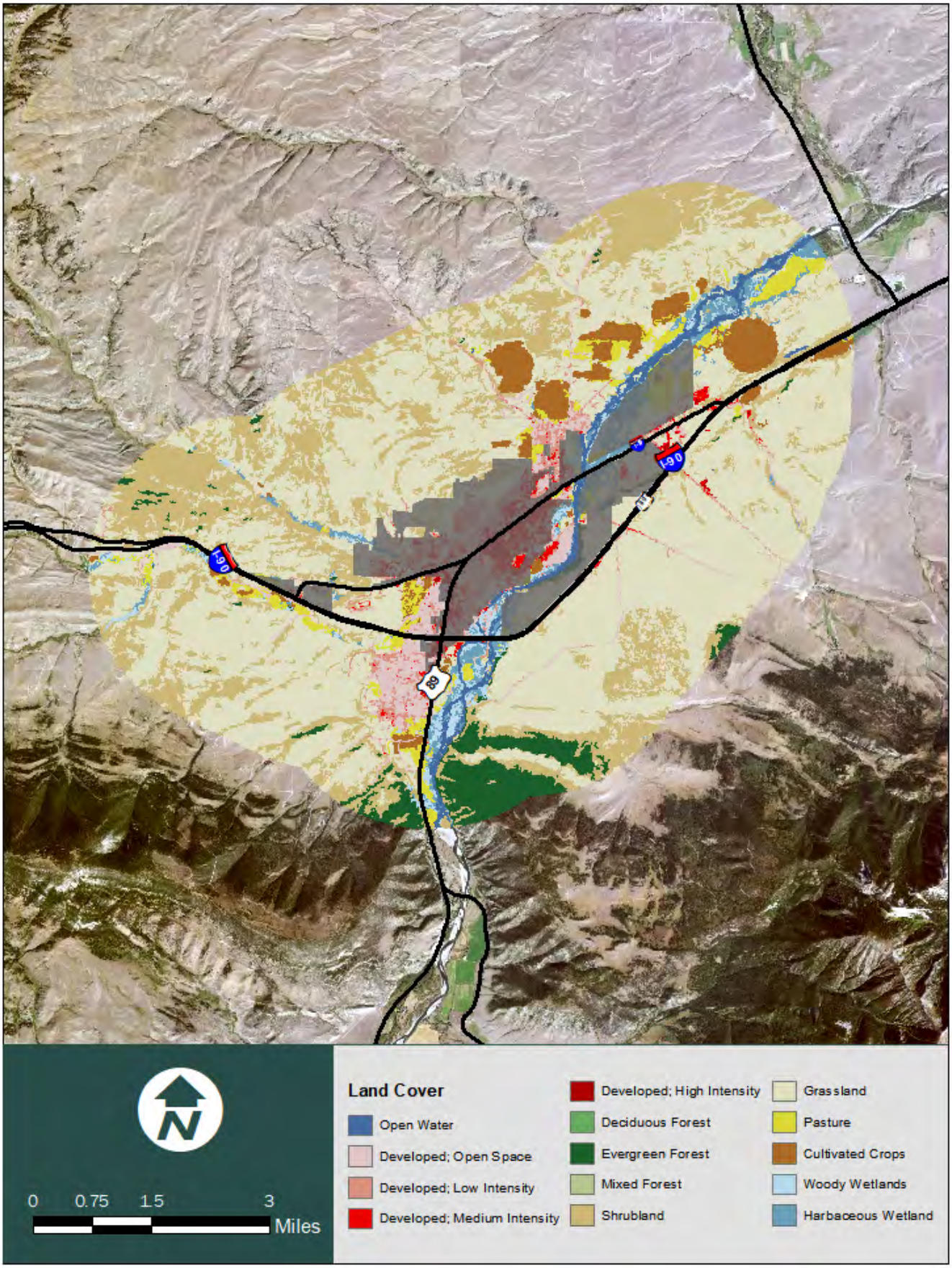
The ETJ has eleven (11) categories of land cover defined by the National Land Cover Database (NLCD): Developed Open Space, Developed Low Intensity, Developed Medium Intensity, Developed High Intensity, Open Water, Wetlands, Cultivated Crops, Pasture/Hay land, Grassland, Scrub/Shrub, and Evergreen Forest Land (**Table 2.4**). The 2016 land cover map is also shown in **Exhibit 2.4**.

Table 2.4: Land Cover Categories in the Extra-Territorial Jurisdiction

Land Cover Category	Description
Developed, Open Space	Developed, Open Space include areas with a mix of some structures, but mostly vegetation in the form of lawn grasses. Impervious surfaces account for less than 20 percent of total cover. These areas commonly include large-lot single-family units, parks, golf courses, and vegetation planted in developed settings for recreation, erosion control, or aesthetic purposes. These areas are found along the River, north and southwest of the City. Developed open spaces are located within the first 1-mile radius of the Extra-Territorial Jurisdiction.
Developed, Low Intensity	Developed, Low Intensity include areas with a mixture of constructed materials and vegetation. Impervious surfaces account for 20-49 percent of total cover. These areas most commonly include single-family housing units (about 9,600 square feet). These areas are found scattered within the larger developed, open space region.
Developed, Medium Intensity	These lands include areas with a mixture of constructed materials and vegetation. Impervious surfaces account for 50-79 percent of the total cover. The area is primarily single-family residential with plats larger than 3,500 square feet. Developed, Medium Intensity areas are found scattered along the major highways.
Developed, High Intensity	Developed, High Intensity include areas where people reside or work in high numbers, such as apartment buildings, condominiums, and commercial/industrial establishments. There are very few, sparsely distributed high intensity areas located along the major highways.
Open Water	Open Water habitat includes primary river channels and portions of lakes, ponds, and backwaters that remain permanently flooded all year with less than 25 percent vegetation or soil. Open Water in the planning area comprises of the River, creeks, and other water bodies.
Wetlands	Wetlands provide flood and erosion control, wildlife and fish habitat, and enhancement of water quality. Wetlands and riparian areas are mainly located around the Open Water bodies.
Cultivated Crops	Cropland includes areas used to produce crops for harvest. These lands comprise of row crops or close-grown crops and other cultivated cropland, for example, hay land or pastureland that is in a rotation with row or close-grown crops. All farms/cropland are located north and northeast of Livingston on both sides of the Yellowstone River.
Pasture/Hay Land	Pasture lands are diverse types of land managed primarily to produce forage plants for livestock grazing, cover for wildlife habitat, and conservation practices for soil protection. These areas are found mainly along the wetlands and waterbodies near Cultivated cropland.
Grassland	Grasslands have vegetation dominated by grasses, grass-like plants, shrubs, and forbs. Most of the lower lying areas in the ETJ are made up of grasslands. This is the most dominant land cover in the area.

Land Cover Category	Description
Shrub/Scrub	Scrub/shrub areas have at least 30 percent canopy cover of woody plants that grow to a height of less than four meters at maturity. Less than 20 percent canopy cover of trees grow to a height of more than four meters at maturity. In the ETJ, shrubs are found closer to the boundaries where the elevation is higher.
Evergreen Forest Land	Forestlands are composed of at least 10 percent single-stemmed woody species of any size that will be at least four meters tall at maturity. They function as wildlife habitat, modulators of hydrologic flow, and protectors of soil. Forests provide a diverse range of resources including storing carbon, regulating climate, purifying water, and preventing hazards such as floods. South of the ETJ has evergreen forests that further extends towards the Yellowstone National Park.

Exhibit 2.4: 2016 Land Cover Map



D. Open Space

Open space is any open piece of land that is undeveloped (has no buildings or other built structures) and is accessible to the public. The ETJ is mostly undeveloped open and green space comprising of grassland, cropland, pasture/hay, and shrubs/scrubs.

About 4,890 acres of land in the ETJ is under public ownership. Public lands include parks, national forests, national wildlife refuges, Bureau of Land Management lands, National Park Service lands and state lands. It is important to protect and promote public access to lands and waters as they provide high quality of life and economic impact. **Exhibit 2.5** indicates location of public lands in the Combined Study Area.

The State of Montana has enacted the Open-Space Land and Voluntary Conservation Easement Act that provide adequate remedies for the protection of the environmental life support system from degradation and provide adequate remedies to prevent unreasonable depletion and degradation of natural resources (Source: Montana Legislative Services). The area also comprises of a significant 1,816 acres of "Farmland of Statewide Importance".

Conservation Easement

A conservation easement is a negotiated agreement between a landowner and government agency or land trusts or other conservation organizations. that essentially establishes the landowner's commitment for retaining his or her property as open lands. In essence, a conservation agreement is a voluntary legal agreement that limits the landowner's ability to develop the land and calls for conservation of the property's agricultural and natural values. Easements usually restrict in certain types of land uses but allow activities such as farming, cattle grazing, or hunting and fishing that help with the preservation of land in a relatively undeveloped state.

MCA Sections 76-6-201 through 76-6-212 contains provisions for establishing such easements. Private landowners can either sell their easement for cash or donate it in exchange for reductions in taxes. Easements can be made in perpetuity and binding upon future landowners, or they can be temporary (a minimum of 15 years). This strategy has been applied in Montana through the Mt. Ascension Ridge Land Acquisition and the Montana Association of Land Trust, a coalition of 12 nonprofit land trusts including two in the Bozeman area - Gallatin Valley Land Trust and The Trust for Public Land (Source: Montana Department of Transportation).

While Park County has a total of 91,798 easement acres, no conservation easements are located within the 2-mile ETJ. Surrounding the ETJ there are some easement parcels - Rocky Mountain Elk Foundation conservation easement located north of the ETJ and Montana Land Reliance located south of the area. **Exhibit 2.6** indicates location of conservation easements in close proximity to the Extra-Territorial Jurisdiction.

Farm and Agriculture

North and northeast parts of the ETJ have about 1,816 acres of area classified as "Prime Farmland" or "Farmland of Statewide Importance" by the U.S. Department of Agriculture – National Resources Conservation Services. **Exhibit 2.7** shows areas in the ETJ where farmlands are available.

Prime Farmland or Farmland of statewide importance is land that meets specific criteria based on the physical and chemical properties of the soils, and the climatic environment of soil occurrence. This is land that is of statewide importance for the production of food, feed, fiber, forage, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to economically produce sustained yields of crops when treated and managed, including water management (irrigation and drainage), according to acceptable farming methods. In general, farmland of statewide importance has an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium content, and a few or no rocks. It is permeable to water and air. It is not excessively erodible or saturated with water for a long period of time, and either does not flood frequently or is protected from flooding. Farmland of statewide importance is land that is available for farming, but could currently be cropland, pastureland, rangeland, forestland, or other land, but not urban built-up land or water. (Source: Natural Resources Conservation Service).

Exhibit 2.5: Public Lands in the Combined Study Area

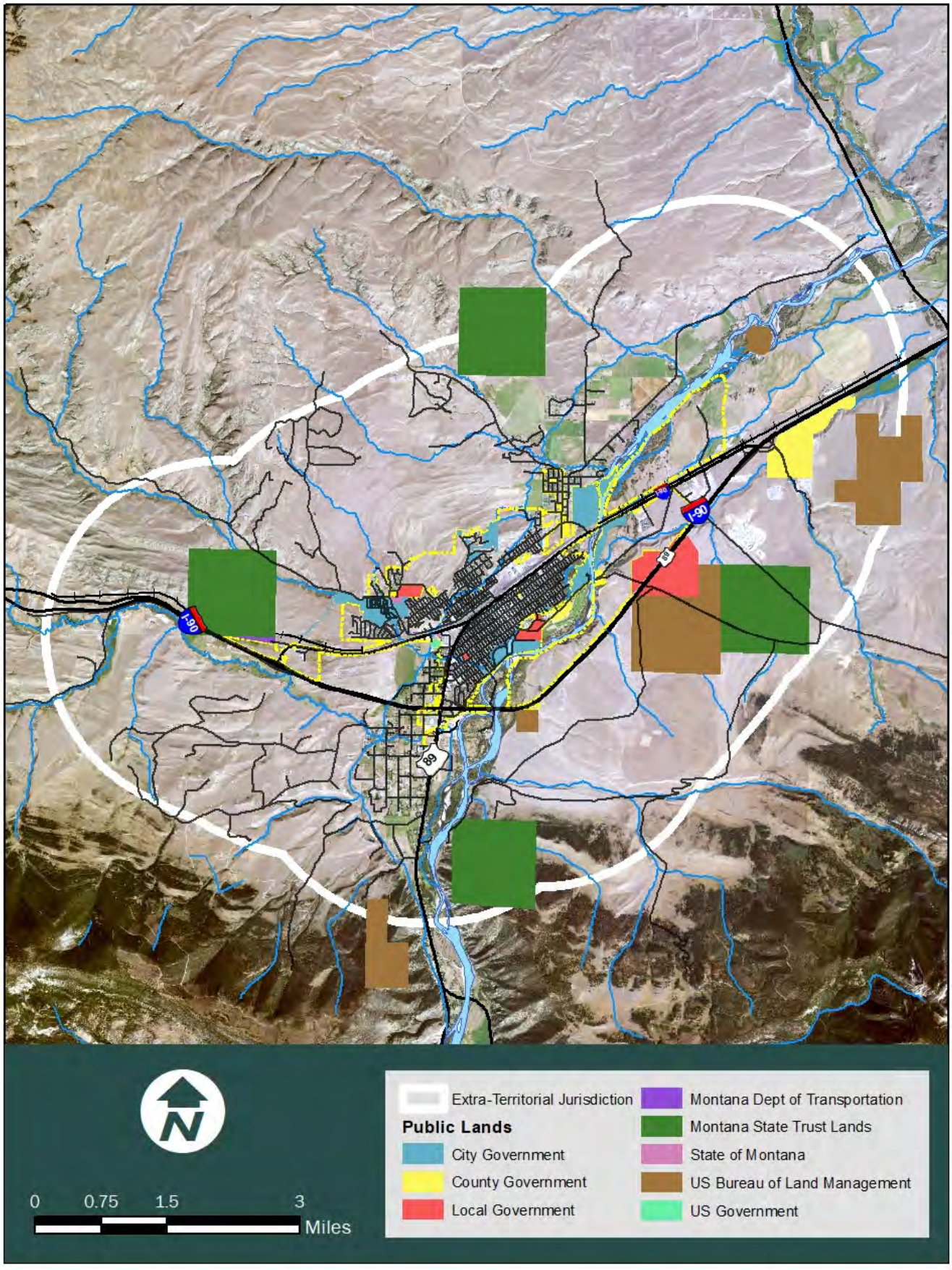


Exhibit 2.6: Conservation Easements around the Extra-Territorial Jurisdiction

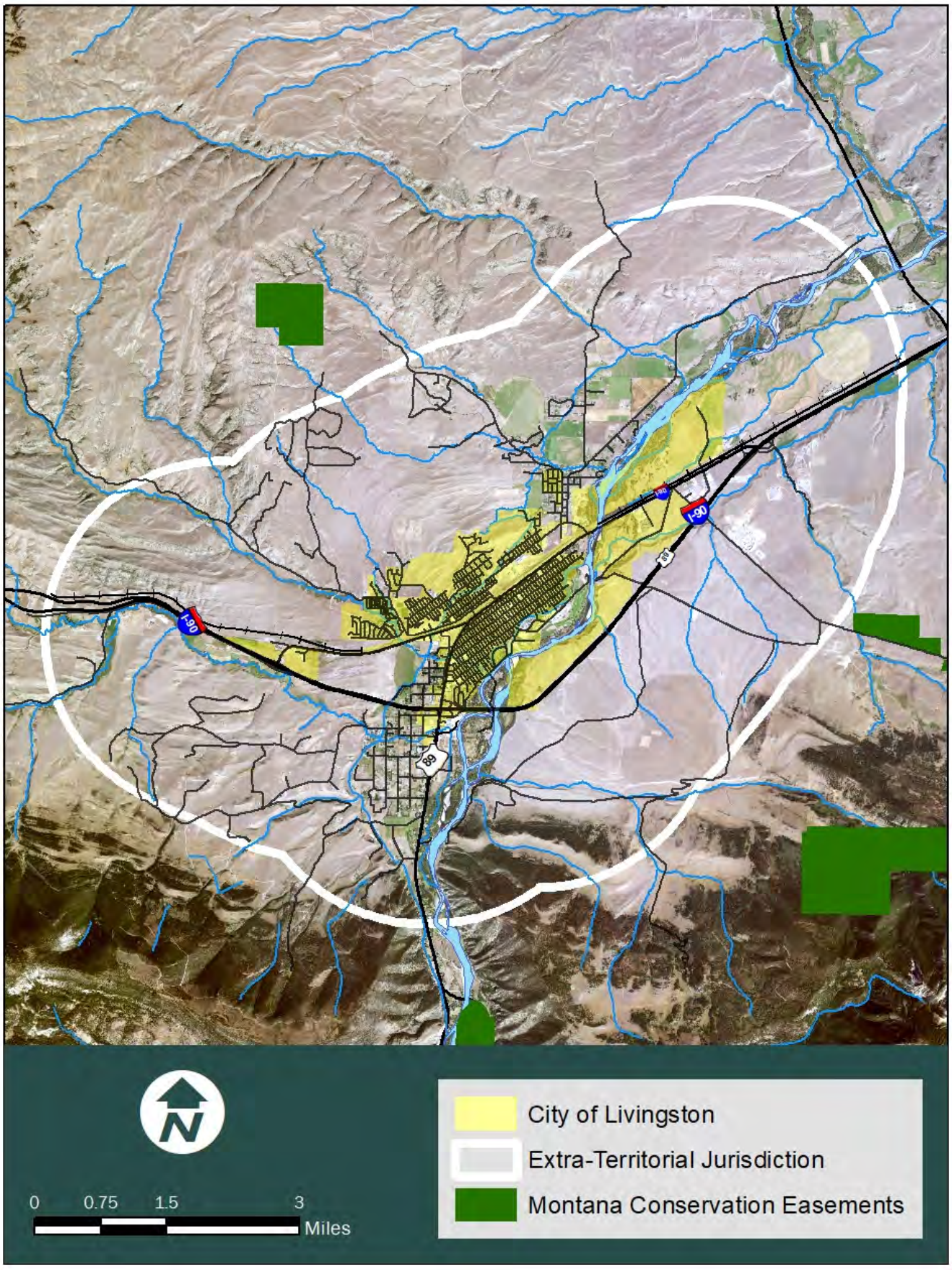
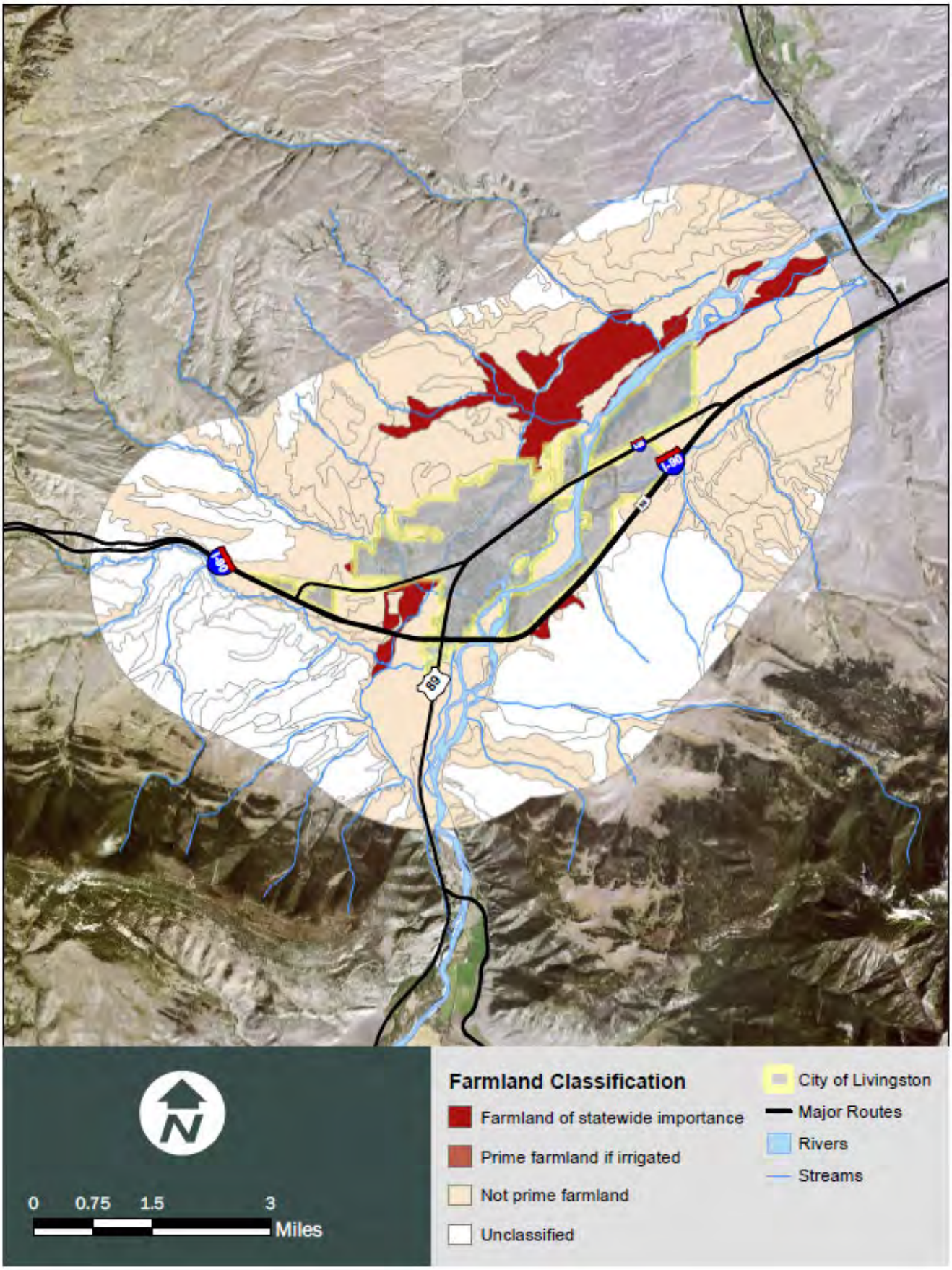


Exhibit 2.7: Farmland in the Extra-Territorial Jurisdiction



E. Health Hazards

While there are no brownfield sites in the ETJ, underground storage tanks are present. There are 131 sites in the Livingston area. Leaks in underground storage tanks pose human and environmental health risks.

F. Future Land Use Analysis

Park County regulates subdivisions outside of the City of Livingston. The latest Park County regulations, dated June 1, 2010, require that any subdivision requested within two miles of the City of Livingston must also be sent to the Planning division for review. Any subdivision partly within the City boundary must be sent to the City only. Park County's subdivision regulations provide guidance for landowners regarding preliminary plats and final plats, review and approval procedures, and exemptions from the regulations. The regulations also set design and improvement standards that include, but are not limited to, zoning regulations, floodplain regulations, building codes, development codes, and fire codes. The subdivision review process also identifies applicable growth policy provisions as stated in the Park County Growth Policy.

As development occurs in the ETJ, coordination between the County and City will be necessary to ensure provision of infrastructure and services to meet the community's needs. The City of Livingston and Park County Compact established as an Interlocal Agreement in 2017. This compact allows the City and County to cooperate with each other and "provide service and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities." See the Compact in **Appendix D** of the Livingston Growth Policy. Additionally, the City is prepared for new development, including areas outside the City limits, and has adopted an annexation policy with clear requirements and public engagement methods for any proposed annexation.

Using the 2017 Future Growth Map as starting point, a map of Extra-Jurisdictional Areas Facing Development Pressure was developed (**Exhibit 2.8**) to indicate the areas that are likely to see development pressure. These areas do not indicate the City wishes to expand through annexation, nor does it "pre-approve" future growth areas for annexation. The map does show areas that have been annexed for reference. Likewise, not being included in a future growth area does not preclude an area from being annexed. Annexation concerns should be addressed in the City's Annexation Policy and should reflect the community's desires in the future growth areas.

Through public input during the 2020 Growth Policy update process, the community provided their opinions of if, where, and how growth should occur in the ETJ, and maintained the areas identified on the Future Growth Map. See **Appendix B: Public Involvement** in the Growth Policy for more details on the public comments on the future growth areas.

Areas recommended for certain future land uses - residential, commercial, and industrial – on **Exhibit 2.9: Recommended Future Land Use Map** are described and explained below. Areas outside of the discussed "future growth areas" are included and reflect minimal change in the future.

Future Residential Land Use

The majority of the ETJ is expected to continue to remain Very Low Density Residential. In areas closer to the Livingston municipal boundary, Low Density Residential is more likely with continuation of development patterns seen at the edge of Livingston. Areas to the northwest and southwest of the I-90/US-89 interchange south are expected and suited to become mixed-use developments, continuing both the residential and retail patterns of the adjacent areas.

Future Commercial and Industrial Land Use

Commercial and industrial development in the ETJ will likely be concentrated to two clusters. Mixed-Use and Neighborhood Commercial land use is anticipated surrounding the I-90/US-89 Interchange South. A large manufacturing area is slated for south and southwest of the I-90/US-89 Interchange North.

See **Chapter 11: Land Use Recommendations** of the Livingston Growth Policy for all recommendations that resulted from review of the City's Zoning Ordinance and subdivision regulations, and for detailed recommendations on future land use in the Combined Study Area.

Exhibit 2.8: Recent Annexations and Extra-Jurisdictional Areas Facing Development Pressure Map

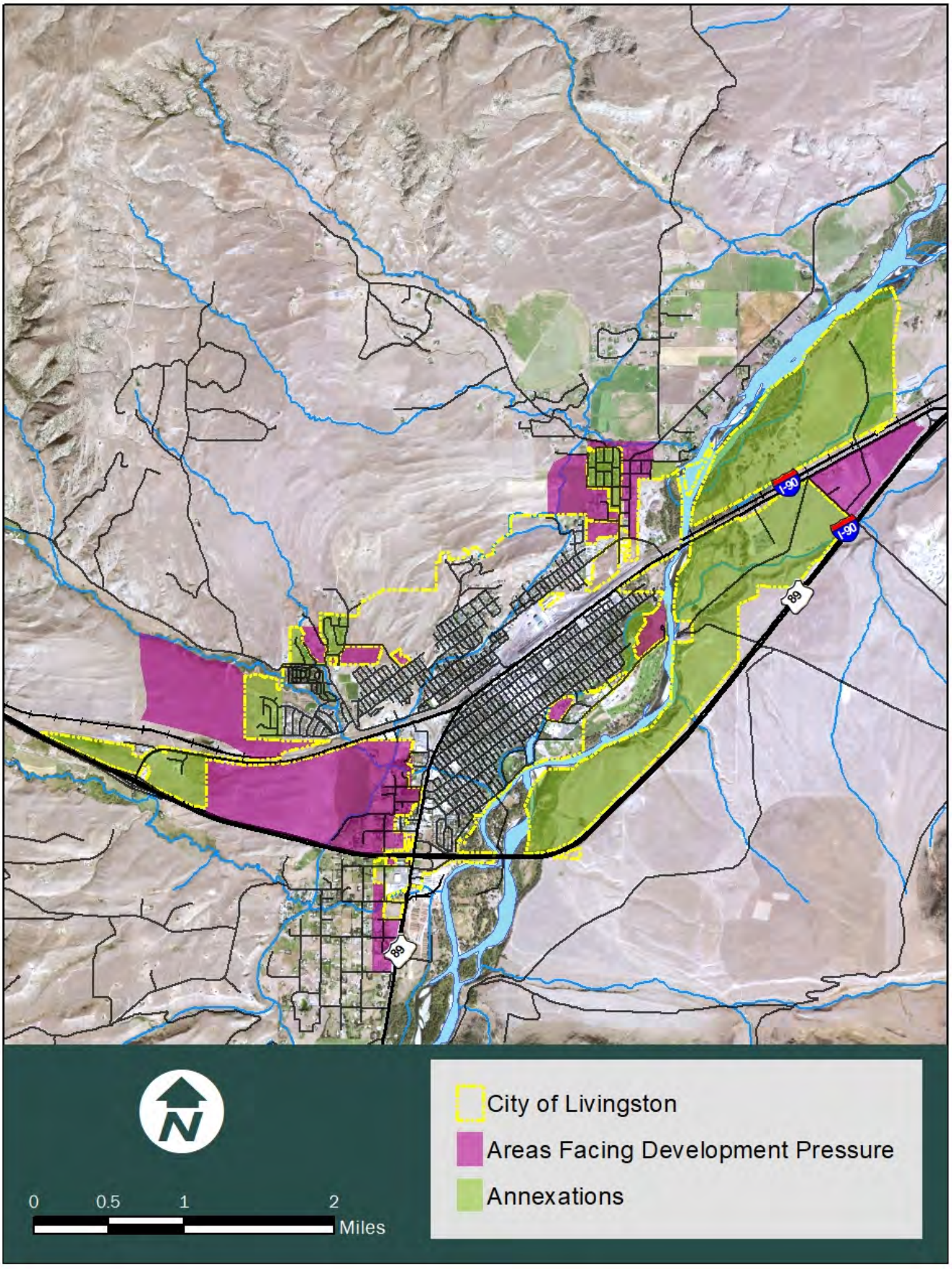
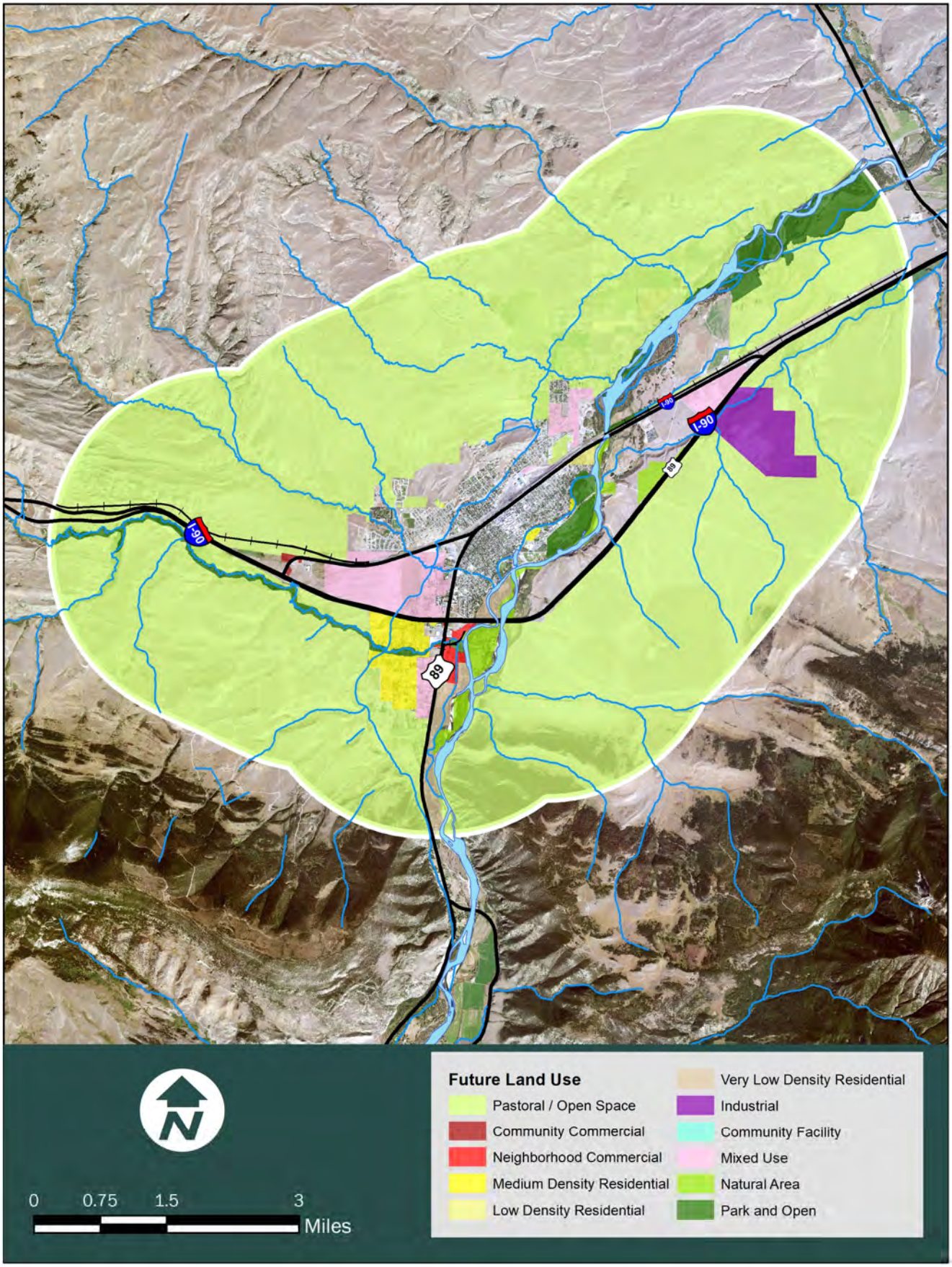


Exhibit 2.9: Recommended Future Land Use Map



Natural Resources

A. Introduction

The Natural Resources section summarizes the state of the abundant natural environment in the Extra-Territorial Jurisdiction (ETJ), for which the community feels it is important to control and care while planning future growth in the area.

B. Air Quality

Air quality data in the ETJ is not available independently from that of the City. Refer to **Chapter 4, Section A** of the Livingston Growth Policy for details on the area's air quality.

C. Water

Much of the information about water in the ETJ is similar to or not able to be discerned from that of Livingston. Unique information is called out below for each sub-topic. Refer to **Chapter 4, Section B** of the Livingston Growth Policy for other details on the areas water resources.

Surface Water

The ETJ's surface water is dominated by the Yellowstone River. Billman Creek and Fleshman Creek are the only two major tributaries to the Yellowstone in the Planning Area. The Planning Area is defined by the Upper Yellowstone Watershed that contains smaller watersheds (Billman Creek, Fleshman Creek, Dry Creek, Ferry Creek) that drain into the Yellowstone River. The Shields Valley Watershed is present north of the ETJ.

Cultivated cropland and septic drain fields at rural homes are a significant potential source of nitrate or microbial contaminants identified in the surface water buffer. Population density can be a key indicator in determining the severity of contamination.

Refer to the Livingston Growth Policy for information on surface water quality.

Floodplain/Floodway

The areas in the ETJ that are susceptible to one-percent annual chance flood (also referred to as the base flood or 100-year flood) are found mainly along the Yellowstone River and Billman Creek. These characteristics remain mostly the same as those for the City of Livingston. Refer to the Livingston Growth Policy for information on FEMA Flood Insurance Rate Maps (FIRM).

Ground Water

North of Livingston, the groundwater is limited and insufficient for irrigation purposes. There is, however, sufficient groundwater for private wells. There are over 1000 wells located in the area that range from 8 feet to 805 feet in depth and yield up to 95 gallons per minute (gpm). The south side of the ETJ has the least concentration of wells. Water from these wells are used for a variety of purposes including domestic, commercial, irrigation, industrial, fire protection, stock water, and for public water supply.

Groundwater contaminations caused due to industrial and other activities in the City may result in migration of pollutants to the rural areas.

Water Quality

Refer to the Livingston Growth Policy for information on water quality in the ETJ.

Wetlands

Refer to the Livingston Growth Policy for information on wetlands in the ETJ.

D. Wildlife and Conservation Lands

Given the development and growth of Livingston, wildlife, for which southwest Montana is renowned, is found in higher numbers in the ETJ than in the City. However, the fringes of the City are still home to plentiful wildlife. The ETJ is the home of a large year-round Canada goose population of several hundred birds. For details on other wildlife in the area, refer to **Chapter 4, Section C** of the Livingston Growth Policy.

The ETJ is surrounded by, but does contain, the Gallatin National Forest. A threatened species called Canada Lynx (*Lynx canadensis*) is found in the region (**Figure 2.4**). It has not been sighted in the ETJ but is found in the south closer to the Yellowstone National Park.

Figure 2.4: Canada Lynx (*Lynx canadensis*)



Source: Peggy Bauer, US Fish and Wildlife

The pools and riffles of the Yellowstone River are also home to a large population of native Cutthroat trout. Apart from the aquatic species found in streams within City limits other species found here are Brook trout, shorthead redhorse, mottled sculpin, and mountain sucker.

E. Climate

Given the close proximity of the ETJ to the City, the climate in this area is similar to the City of Livingston. Small variations in all climate parameters may be visible due to low intensity development and traffic in the area, as well as due to natural differences such as elevation and vegetation cover.

The U.S. Drought Monitor shows the location and intensity of drought across the country by using a five-category system, labeled Abnormally Dry or D0, (a precursor to drought, not actually drought), and Moderate (D1), Severe (D2), Extreme (D3), and Exceptional (D4) Drought. The Combined Study Area lies in the D0 zone. (Source: NIDIS).

Refer to the Livingston Growth Policy for information related to expected temperature changes.

F. Soils and Slopes

The soils surrounding the Livingston region range from thin, high mountain soils, to deep alluvial soils along the Yellowstone River. Slopes provides an indication of steepness or the degree of inclination of the terrain relative to the low-lying valley. The ETJ has gradual slopes closer to the City limits, rising and increasing towards the outer boundaries of the area.

Bordering the river valley are gently sloping high stream terraces and alluvial fans. Soils along the River are comprised of a Glendive-McCabe-Rivra complex and Riverwash-Rivra complex with 0 to 2 percent slopes and occasional flooding, constituting the riparian areas. Other riparian zones are along Fleshman creek, Billman creek, and Ferry creek. Soil productivity is moderate to good in these areas.

Cropland is found north of the Yellowstone River, comprised of various soil types, some with gentle slopes up to eight percent and some with higher slopes up to 15 percent. Soil in these areas have good to high productivity and include “Farmland of Statewide Importance”.

The northwest region of the ETJ has some rangeland-open woodland characteristics comprised of Cabba-Vershal-Rock outcrop complex with 15 to 60 percent slopes. Generally, rangeland is dispersed throughout the ETJ with slopes ranging from zero to 70 percent. The steeper slopes are stony and rockier in nature. Rangelands that are not only made of rock have limited to restricted soil productivity.

The southwest side of the Extra-Territorial Jurisdiction, moving closer to the Yellowstone National Park, is mainly forestland with slopes ranging from 15 to 60 percent.

Site-specific uses such as subdivisions, dwellings, septic systems, etc., may require on-site inspection to determine the capability class of a particular soil.

Sand and gravel resources are generally, but not always, located along streams, rivers, or areas where certain kinds of geologic events have occurred. Sand and gravel are important construction materials which are intended to be utilized, particularly in areas where extraction and processing will not negatively impact nearby landowners and existing uses. There are two regions where a total of five open cut gravel permits have been issued in the ETJ. A third site is located close to the airport.

G. Vegetation

Topography and climate are the two main factors that influence the vegetation of an area. Croplands in Park County are usually used to grow Winter Wheat, Spring Wheat, Barley, Oats, Alfalfa Hay, and Other Hay. In the shrub and grassland regions, where the land is not cultivated, vegetation is dominated by grasses and forbs. Grasses and forbs commonly found in Montana are Idaho Fescue, Elk Sedge, Short Sedge, Pinegrass, Beargrass, Western Meadowrue, Twin Flower, and Arnica. Evergreen coniferous trees may be found south of the ETJ. Evergreen that have needle-like waxy leaves and are adapted for a cold, dry climate.

Housing

A. Introduction

The Housing section summarizes the type, occupancy, and affordability of housing units in the Extra-Territorial Jurisdiction (ETJ). This section also highlights the residential growth patterns in the area that are essential for coordinated and sustainable planning and development.

Housing Type and Residential Growth Patterns

Large lot rural residential units are scattered in the northern parts of the ETJ. Most homes in the area have large lot sizes ranging from two acres to some as large as 30 acres. This is significantly larger than the statewide average of 2,040 square feet per lot. Large properties also provide strong conservation easement opportunities. With abundance of privacy, scenery, and stunning views, residents of the ETJ have vast open spaces, recreational opportunities, access to state lands, and more while being only minutes away from Downtown Livingston. There are a wide variety of property types in the area, including farmstead, improved property, exempt property, and vacant land. Residential units are mostly single-family homes, ranch-style homes, mobile homes, and vacation cabins (**Figure 2.5**).

Detailed data on type, age, and condition for housing in the ETJ is limited and not readily available; however, the septic permits data issued over the past several decades (**Exhibit 2.2, p.9**) provide an understanding about growth patterns. New buildings are being constructed farther out into the countryside close to County- and State-provided facilities and services. Additionally, the Atlas of Park County states that while the population of the County grew only by 43 percent between 1970 and 2000, the amount of land developed increased by 293 percent. This reflects a shift to rural residential subdivisions.

Large lot sizes and single-unit structures have the potential to result in suburban sprawl. New development and growth should accommodate the needs of the community in a cost-effective manner while not burdening existing resources. The unique topography of the ETJ plays an important role in planning for new housing and other facilities. Coordinated planning and development is essential to ensure quality of life for residents, as well as fiscal well-being for the City of Livingston and Park County.

B. Occupancy and Use

Housing occupancy and use can indicate if the market is meeting the needs of the population. The residential vacancy rate for the ETJ is higher than that of Livingston at approximately 12.5 percent. Out of all housing units in the Extra-Territorial Jurisdiction, 62.1 percent of the units are owner-occupied and 25.4 percent are renter-occupied. More information is available in **Table 2.5**. Additionally, short-term rentals and vacation rentals have become more common in both the City and ETJ. Between January 2017 and April 2020, the number of short-term and vacation rentals in the Combined Study Area nearly doubled.

Table 2.5: 2020 Housing Occupancy

Housing units, 2020	Extra-Territorial Jurisdiction		City of Livingston	
	Number	Percent	Number	Percent
Total Housing Units	1,148	100%	4,147	100%
Owner Occupied	713	62.1%	2,250	54.3%
Renter Occupied	292	25.44%	1,494	36.0%
Vacant for Seasonal or Recreational Use	143	12.45%	402	9.7%

Source: ESRI, 2020

C. Affordability

The Housing Affordability Index for Livingston is 114, which is higher than the Combined Study Area's Index of 104 (Source: ESRI, 2020). This indicates that housing is relatively less affordable in the ETJ than in the City. Another way to look at housing affordability is by comparing an owner's monthly housing mortgage as a percent of income. For Livingston, this value is 21.5 percent whereas for the Combined Study Area it is 22.3 percent. Again, this indicates the lower affordability of the ETJ in comparison to the City of Livingston.

Figure 2.5: Housing in the Extra-Territorial Jurisdiction



Source: Chongran Sun, Google Earth

Figure 2.6: Scattered Residential Development in the Extra-Territorial Jurisdiction



Source: Google Earth

Economy

A. Introduction

The Economy section provides information on economic development, local economic indicators, business profiles, and the impact of tourism on the Extra-Territorial Jurisdiction (ETJ) and the surrounding communities. More specifically, this section compares the Combined Study Area's economy with that of the City of Livingston.

B. Context

The geographic setting of the ETJ (near Yellowstone Park, abundant wilderness, National Forests, and the Yellowstone River) has created a thriving tourism and recreation industry. This industry has continued to grow and is continually providing new employment opportunities in the area.

C. Current Trends and Data

The Median Household Income (MHI) for the Combined Study Area is $43,865, which is $273 greater than the City of Livingston alone. This indicates that households residing in the ETJ have higher incomes relative to those within City limits. Additionally, the median home value in the Combined Study Area is $9,435 greater than the City's median home value, indicating that the homes located in the ETJ are valued higher than those within the City.

The poverty rate data for the ETJ is not readily available. Using the Wealth Index as an indicator to understand poverty, we can interpret that the poverty rates in the ETJ are slightly lower than that of Livingston. **Table 2.6: Economic Indicators** compares the MHI and poverty rates for the Combined Study Area and Livingston.

Table 2.6: 2020 Economic Indicators

Economic Indicator	Livingston	Combined Study Area	Difference
Median Household Income (MHI)	$43,592	$43,865	$273
Median Home Value	$224,591	$234,026	$9,435
Wealth Index	55	58	3

Source: Montana Governor's Office of Economic Development, 2019; ESRI, 2020

D. Employment by Sector

Table 2.7, below, provides a comparison of the employment by sector in both the City of Livingston and the Combined Study Area. While the service industry is the most dominant industry in both areas, several differences exist in this employment data indicating different trends in employment. First, the Combined Study Area has a greater rate of employment in the Agriculture/Mining and Transportation/Utilities sectors compared to Livingston alone. Alternatively, Livingston has a higher employment rate in the Construction, Manufacturing, Retail Trade, and Finance/Insurance/Real Estate sectors. Employment rates in the Wholesale Trade, Information, Services, and Public Administration sectors were relatively consistent between both areas.

Additional economic influences in the Combined Study Area, as well as Park County, include hunting and fishing. Hunting and fishing are economically important in the rural areas of the County. Based on the estimates derived from Park County from surveys conducted by the Montana Fish, Wildlife and Parks (MTFWP) in 2012, hunters in the County spent $12.2 million and anglers spent $14.7 million. Hunting Elk made up 50 percent of these expenditures followed by deer, upland game birds, moose, goat, sheep, and antelope. Angling was carried out primarily in the Yellowstone River, with some activity in other rivers and streams in the area.

Table 2.7: Employment by Sector

Sector	Livingston	Combined Study Area
Agriculture/Mining	7.9%	8.7%
Construction	9.0%	8.6%
Manufacturing	10.3%	9.8%
Wholesale Trade	0.4%	0.4%
Retail Trade	10.8%	10.3%
Transportation/Utilities	2.4%	4.0%
Information	4.0%	3.9%
Finance/Insurance/Real Estate	7.1%	6.5%
Services	45.4%	45.1%
Public Administration	2.7%	2.7%

Source: ESRI, 2020

E. Tourism

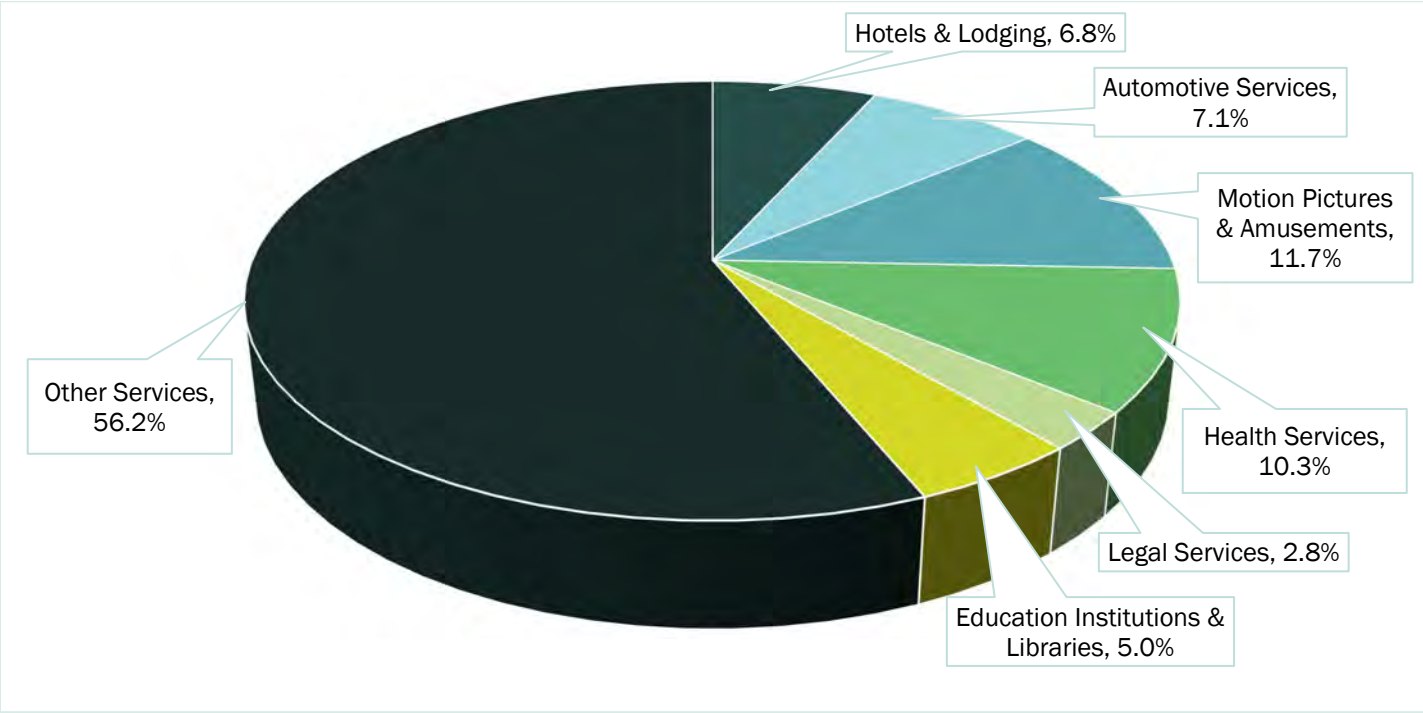
Like the City of Livingston, the ETJ Jurisdiction is influenced by tourism to the Yellowstone region. As mentioned in Livingston's Growth Policy, tourism (coupled with hospitality) is the largest single economic sector impacting Park County. The Combined Study Area is located along two major highways that bring visitors from across the nation through the area. US-89 is the main north-south route in Livingston and leads residents and visitors directly into Yellowstone. Functioning as a major northern gateway into the Park, the Combined Study Area is in a prime location to provide lodging and services to tourists which results in a large supply of job to residents of the City and County.

People are also drawn to Livingston and the surrounding areas for its unique character and stunning scenery. The Combined Study Area is nestled in a river valley and is surrounded by large mountain ridges and forests, offering scenic vistas and hiking trails to residents and visitors alike. The ETJ Jurisdiction delivers a more rural destination compared to Livingston proper, while maintaining relatively close proximity to the City's historic downtown and other attractions.

In 2018, tourists in the Yellowstone region, which includes the Combined Study Area, spent over $1 billion on a range of services, including automotive/diesel fuel (18 percent of spending), restaurants and bars (20 percent of spending), and lodging (14 percent of spending). Over half of all spending in the region was centered on tourism and visitors to nearby Yellowstone National Park (Source: University of Montana, 2018).

As mentioned above, the services sector is the largest sector for employment in the Combined Study Area. **Figure 2.7** identifies the business types included in the services sector within the Combined Study Area. In this area, there are a total of 19 hotels or lodging options, which makes up 7.0 percent of the service sector businesses, and only 2.6 percent of all business in the Combined Study Area.

Figure 2.7: Service Sector Business Types in the Combined Study Area



Source: ESRI 2020

Local Services

A. Introduction

The Local Services section provides context on the organizational structure and the services currently existing in the Extra-Territorial Jurisdiction (ETJ) provided by Park County and other partners, such as law enforcement, healthcare, emergency services, education services, and cultural resources.

B. Context

Park County operates under a commissioner form of government. Three County Commissioners are elected at large and each represents the entire County. They serve a four-year term on a non-partisan basis. The Commissioners have designated legislative, executive, and administrative powers and duties, and appoint other department heads, advisory and decision-making boards, and employees. In addition, the County Commissioners exercise authority in providing law enforcement and correctional facilities in the County; administering personnel policies and union contracts; managing county roads and bridges, property, and annual budget; and providing disposal services and parks, playgrounds, and other recreational facilities.

Park County maintains a County Services section on the County website. This webpage hosts links to Parks and Fairgrounds, Health Resources, Public Works, Planning Services, Emergency Services, and many other resources. This site also has website links, addresses, and phone numbers for each agency, organization, and resource. Agencies and organizations listed may be run by the federal government, state or county government, city government, or non-profits (Source: Park County, 2020).

C. Law Enforcement

Law Enforcement in the ETJ is enforced by two agencies: The Park County Sheriff's Office (PCSO) and the Montana Highway Patrol (MHP). The Park County Sheriff's Office (PCSO) is primarily responsible for law enforcement, routine patrolling and responding to calls outside of the City of Livingston but within Park County. The PCSO has jurisdiction within all of Park County, including the City of Livingston. The PCSO consists of 16 full-time sworn law enforcement personnel, including the Sheriff, Under-Sheriff, and 14 Deputies.

The Montana Highway Patrol (MHP) has jurisdiction in the entire State of Montana, including both Park County and the City of Livingston. The primary responsibility of the MHP is the highway system throughout Park County. The MHP has four troopers located within Park County.

Since the actual number of crime incidents in the ETJ is not easy to determine, using the crime index provided by Applied Geographic Solutions (AGS) provides an understanding of the crime rate in the region. The following table (**Table 2.8**) provides a comparison of crime in Livingston and in the Combined Study Area. Smaller values in the Combined Study Area indicate fewer criminal cases in the ETJ.

Table 2.8: 2020 Crime Index

Crime Type	Combined Study Area	City of Livingston
Total Crime Index	85	91
Personal Crime Index	66	73
Murder Index	7	8
Rape Index	106	116
Robbery Index	5	5
Assault Index	87	95
Property Crime Index	88	94

Crime Type	Combined Study Area	City of Livingston
Burglary Index	48	46
Larceny Index	101	109
Motor Vehicle Theft Index	70	74

Source: ESRI, 2020; Applied Geographic Solutions (AGS)

D. Health Providers (Medical)

The Park County Public Health Department provides services countywide in health concerns related to Behavioral Health (Mental Health & Substance Abuse), Nutrition, Oral Health, Dementia/Alzheimer's Disease, Injury and Violence, Heart and Respiratory Diseases, Cancer, Access to Other Health Services, and Infant Health & Family Planning.

No health facilities are located in the ETJ. However, all facilities, including assisted living facilities, mental health centers, chemical dependency and rehabilitation centers, and other healthcare services, that are located within the City of Livingston are available to the residents of the ETJ.

E. Fire Protection and Emergency Medical Services

Livingston Fire and Rescue (LFR) is a combination Fire and EMS transport agency that is led by the Fire Chief with 14 career Firefighter/Paramedics and 11 Reserve firefighters and EMT's. County Fire is the office of the Park County Fire Warden supports and coordinates the fire departments in Park County. The Fire Warden also manages burn permits and the open burning program as well as providing fire prevention and education services to the public.

Fire and EMS responses outside of Livingston are dictated by mutual and automatic aid agreements with the outlying rural fire districts. There is an automatic aid agreement with Park County Rural Fire District #1 for fire responses where LFR responds to a pre-defined 5-mile "donut" surrounding the City that includes ETJ. LFR is the primary transport agency to Park County North of Yankee Jim canyon on Highway 89 South stretching to both county lines to the East, West and to Meagher County in the North. The ambulance service functions as a fee-for-service operation generating revenue that directly pays the salaries of 6.5 staff members and assists with capital purchases.

F. Emergency Management and Hazard Mitigation

Emergency Management
Refer to **Chapter 7, Section E** of the Livingston Growth Policy for information on emergency management in the ETJ.

Wildfire
Wildfire is a threat to communities across Montana, the ETJ included. The Park County Hazard Mitigation Plan updates information from the Park County Community Wildfire Protection Plan. The natural setting of the region makes it vulnerable to natural disasters with the probability of wildfires being high in the forested areas south of the ETJ. While no wildfire events have been recorded within the ETJ, the nearest recorded wildfires were Rough Draw fire in 2003, Pine Creek fire in 2012, and the O'Rea Creek fire in 2017 (Source: Bozeman Daily Chronicle; Park County Atlas).

G. School Facilities and Enrollment

The ETJ is served by the schools in the City of Livingston managed by the Livingston Public School District. The District operates five buildings: Park High School, Sleeping Giant Middle School, East Side Intermediate School (grades 3-5), Winans Elementary (grades K-2) and the Washington Early Learning Center.

The Park County Superintendent of Schools provides administrative support, information and organization for the schools and communities of Park County. The office must meet the requirements of federal, state, and local codes and policies while providing quality service to the children, families, schools, and taxpayers of Park County. (Source: Park County).

H. Historical and Cultural Sites

Four cultural sites are found just outside of the Livingston City limits, as listed on the National Register of Historic Places – National Park Services:

1. Urbach Cabin, located on 9th Street Island, was constructed in 1889. This log house stands in contrast to the early standardized blue-collar housing so prevalent in early Livingston. It is an artifact that demonstrates the divergent cultural patterns precipitated by the coming of the railroad.
2. Krohne Island House located on Krohne Island was constructed in 1910. This fine stone building with its attractive details, sits in what was once a large beautiful garden. It is important and unique in the history of Livingston and Park County.
3. KPRK Radio Station located on US 89, east of Livingston was designed by Architect William Pox of Missoula and was constructed in 1947. It was the first radio station in the Livingston area. The architecture of the building is unique and very well preserved (**Figure 2.8**).
4. Ebert Ranch located on Livingston – Shields Route was constructed in 1892 founded by Napolean Ebert. Ebert was one of the first settlers in the region and active in agriculture and local politics. The house on the ranch depicts a unique and nationally popular style integrated with local construction techniques.

Figure 2.8: KPRK Radio Station



Source: Keith Ewing

Transportation

A. Introduction

The Transportation section provides an assessment of transportation infrastructure in the Extra-Territorial Jurisdiction (ETJ). This section includes a review of the existing road network, traffic counts, vehicle trips and miles traveled, roadway safety, transportation trends, active transportation, rail, aviation, and the relationship between land use and transportation.

B. Road Network

Nestled in the Yellowstone River valley, Livingston is served by a well-connected transportation system. The ETJ surrounds the City of Livingston and is situated along Interstate Highway 90 (I-90). Outside of the City limits, I-90 is classified as rural interstate. U.S. Route 89 (US-89) intersects with I-90 south of the City and connects Glacier National Park to the north with Yellowstone National Park to the south.

No rural major collector or rural minor arterial roads are present in the ETJ. Approximately 22 miles of urban collector and approximately 43 miles of unpaved local road segments are present in the area that are commonly used for rural commute and for the transmission of broadband communications. The road network and the functional classifications of roadways are shown on **Exhibit 8.1** of the Livingston Growth Policy.

C. Traffic Counts

Over the last decade, the Livingston region has seen an overall increase of traffic on a majority of the highways and major city streets. According to Montana Department of Transportation (MDT) traffic data, highways crossing the ETJ experienced growth of over 15 percent. Similarly, traffic levels along major collector roads north of Livingston have experienced growth, however, in the south of the City, traffic has reduced over the past decade (**Table 2.9**). The rural characteristic of the ETJ is reflected through the reduction in traffic along the unpaved local roads as the distance from the City increases (**Table 2.10**).

Table 2.9: Traffic Counts along Major Roads 2015-2019

Location	2015 Count	2019 Count	Percent Change
I-90: East of E. Livingston Interchange	12,920	13,479	4.32%
US-89: South of Shamrock Ln.	4,720	5,453	15.5%
Guthrie Ln: West of US-89	460	270	-41.3%
Miller Drive: South of Billman Creek Rd.	20	18	-10.0%
Old Clyde Park Rd: West of Willow Creek Rd.	960	1,023	6.6%
Old Clyde Park Rd: East of Willow Creek Rd.	620	674	8.7%
Willow Creek Rd: North of Old Clyde Rd.	390	400	2.6%

Source: MDT, 2019

Table 2.10: Traffic Counts along unpaved local roads

Location	Year	Traffic Count
Lower Cokedale Rd: South of I-90	2011	344
Lower Swingley Road	2011	306
Mule Haven Drive: at Fleshman Creek Rd intersection	2012	221
Old Clyde Park Rd: at Ferry Creek intersection	2013	341
Meigs Rd: South of Haven Meadow Loop	2013	408
Billman Ln: South of I-90	2016	468

Source: MDT, 2019

D. Vehicle Trips/Miles Traveled

Daily Vehicle Miles Traveled (DVMT) is a simple mechanism to measure how much traffic is flowing along a roadway during an average 24-hour period. This simple formula multiplies Average Annual Daily Traffic (AADT) by the length of the roadway. For the ETJ, along roads with existing traffic counts, the total Daily Vehicle Miles Traveled was 22,542, based on available traffic data. Of this total, 1,476.3 DMVT, or 6.5 percent, were on local, unpaved roads (Source: MDT, 2019). This reflects the concentration of traffic on major roads within the ETJ Jurisdiction and the lack of development along unpaved roads.

E. Roadway Safety

Park County provides priority winter maintenance of roads in the region with school bus routes, such as Old Clyde Park Road and part of Willow Creek Road. Swingley Road, Meigs Road, Fleshman Creek Road, and the remainder of Willow Creek Road receive regular maintenance on second priority. Old Boulder Road is not maintained for winter travel and other roads are not under County's responsibility.

According to the National Highway Traffic Safety Administration's Fatality Analysis Reporting System (FARS), fatality rate for crashes occurring in rural areas is more than the fatality rate in urban crashes. In 2014, fatality rate on Montana's non-interstate rural roads was three times more than other roads in the state (Source: TRIP, 2017). The primary reasons for the high fatality rate are the large distances between populated areas, the lack of quick emergency response, and the lack of well-maintained and safe roadway systems. Although, the ETJ is at most just two miles away from the City, the mountainous terrain and the lack of roadway infrastructure heightens the probability of fatality in case of a crash.

Montana's Department of Transportation has developed a statewide initiative to reduce traffic fatalities and serious injuries. Montana's Vision Zero is based on a national campaign and adapted to incorporate relevant policies to the traffic situations found in the largely rural state. This initiative was started in 2014, and focuses on education, enforcement, engineering, and emergency response (Source: MDT, 2014).

F. Transportation Choices

Transit services are not available in ETJ Livingston Public Schools Transportation Department provides transportation for students living in rural areas around Livingston. Due to the lack of advanced road network, transit facilities, and active transportation infrastructure, private vehicles are the default mode of transportation.

G. Active Transportation

Active transportation facilities in the ETJ are limited. The few paths that are in the area are mostly dirt roads with a few exceptions (**Table 2.11**).

Table 2.11: Active Transportation Routes in the Extra-Territorial Jurisdiction

Name	Type
Castle Mountain/Willow Creek Road	Dirt Road
Swingley Road & Myers Landing connector	Dirt Road
Swingley Road	Paved & Dirt Road
Livingston Peak Trail	Dirt Road
89 South Bikepath	Paved Road

Source: MDT, 2019; Park County

H. Rail

Refer to **Chapter 8, Section I** of the Livingston Growth Policy for information on rail in the ETJ.

I. Aviation

Refer to **Chapter 8, Section J** of the Livingston Growth Policy for information on emergency management in the ETJ.

J. Transportation & Land Use Relationship

Laid out in a mostly east-west configuration, the transportation network into and out of the City of Livingston directly affects the viability of developments in the ETJ. Interstate 90 and US 89 are the primary highways connecting Livingston to other cities within Montana and neighboring Wyoming and are the major freight and commuter corridors, due to the lack of other modal options. The south side of the City and the ETJ are restricted by the Yellowstone River and elevation changes on either side of the highway as US-89 heads south towards Yellowstone National Park.

The 2017 Northside Livingston Transportation Plan documented the need for improved traffic flow to the northside of Livingston, as proposed development would increase the amount of traffic needing to access highways to the south of the railroad tracks. Currently, there are two grade crossings and an underpass (Source: City of Livingston, 2018). New development is limited mostly to the north side of the railyard. Due to the lack of robust connectivity, future developments may create significant congestion issues, especially in the event of a blocked grade crossing or a flooding event. The addition of another grade-separated crossing to the west of the existing crossings would enable residents to bypass downtown and access I-90 more efficiently.

Future land uses near the Interstate interchanges are zoned as Highway Commercial, and the land is generally flat near these corridors, allowing for large, rapid development to occur. Outside of these interchanges, there is little land within the ETJ served by major highways. Existing transportation infrastructure is mostly municipal and county-maintained roads. Development along these routes would likely be low density, and primarily residential or light commercial in nature.

Public Facilities

A. Introduction

The Public Facilities section summarizes the utilities and public facilities available within the Extra-Territorial Jurisdiction (ETJ), reliance on the City of Livingston's infrastructure, as well as existing efforts to study their capacity and meet the needs of the community.

B. Public Wastewater Facilities

Montana Department of Environmental Quality (DEQ) facilitates a Subdivision Program that reviews subdivisions to ensure sanitation facilities including water supply, sewage disposal, solid waste disposal, and storm drainage systems can be made available. Any new construction would need to comply with Park County's onsite wastewater treatment regulations and obtain the necessary permits.

All areas outside of the City limits are unsewered. Therefore, in accordance to Park County regulations, properties in the ETJ utilize individual sewage treatment systems. Design and installation of these systems follow the requirements of 75-6-101, MCA et seq. DEQ. The Water & Waste Disposal Loan & Grant Program in Montana, by U.S. Department of Agriculture Rural Development, provides funding for clean and reliable drinking water systems, sanitary sewage disposal, sanitary solid waste disposal, and storm water drainage to households and businesses in eligible rural areas.

Installation of advanced septic treatment systems such as sand filter septic tanks can limit contamination from new rural residential development, however, annexation and extension of sewers is the only way to eliminate contamination from existing unsewered developments.

C. Water Supply

Public and Private Water Supply

The City of Livingston provides water services to residents within and outside the City limits. The original water supply source is surface water from the Yellowstone River distributed through water mains. However, distribution of surface water is limited outside the City. Currently, groundwater wells supply water across the area. There are over 1,000 wells located in the area, of which about 14 wells are used primarily for public water supply. The wells range from eight feet to 805 feet in depth and yield up to 95 gpm. The south side of the ETJ has the least concentration of wells due to topographical characteristics. Water from the wells are used for a variety of purposes including domestic, commercial, irrigation, industrial, fire protection, as stock water, and for public water supply.

Source Water Protection

Source water protection efforts aim to ensure quality drinking water. Park County Environmental Health and the Montana Department of Environmental Quality (DEQ) have focused efforts on assessing and managing water quality in order to protect source water.

Cultivated cropland and septic drain fields at rural homes are a significant potential source of nitrate or microbial contaminants identified in the surface water buffer that may potentially impact drinking water. Park County's onsite wastewater treatment regulations provides necessary information regarding the safe design and installation of septic systems.

In 2019, The Montana Department of Environmental Quality (DEQ) completed the 2018 Water Quality Integrated Report (WQIR) which describes the quality of surface water for safe drinking, protection and propagation of wildlife, and safe recreational/other uses. The WQIR targets waters that are suspected to be impaired; this includes the upper Yellowstone River from Bighorn River upstream to above Livingston. Analyses and recommendations within the WQIR can be useful for planning for the growth of ETJ.

D. Storm Water Management

Unlike the City, where storm water runoff is a concern and poses both flooding and pollution threats, the ETJ Jurisdiction is not adversely affected by this issue. Due to the vast open spaces and minimal impervious surfaces, there is currently little need for dedicated stormwater management facilities in the area. A few stormwater infrastructure projects can be found in the ETJ but closer to the City limits for new housing development or street construction projects.

E. Parks and Recreation

The ETJ has little to no developed open space. The area is predominantly marked by its rural and natural environment and unlike the City, lacks developed parks and recreational facilities. However, a number of outdoor recreational activities can be practiced in the vast open spaces, forests, mountains, and along the River and streams. Popular activities include hiking, biking, hunting, fishing, horseback riding, bird watching, and winter sports.

Hunting and fishing/angling are identified as culturally and economically important activities in the community. Several opportunities for hunting and angling exist in ETJ owing to the diverse fish and wildlife population found in the area. Additional information can be found in the wildlife section of this Report (**p.24**). Furthermore, ranches offer agri-tourism based activities to allow tourists and locals to experience the rural way of life.

F. Energy Sources & Renewable Energy

Refer to **Chapter 9, Section E** of the Livingston Growth Policy for information on energy sources and renewable energy in the ETJ.

G. Solid Waste and Recycling

Solid waste disposal for the ETJ consists of Green Box sites. Park County is responsible to deliver garbage from these sites to the City's transfer station located at Bennett Street. All garbage delivered to the transfer station is ultimately hauled by truck to a landfill in Great Falls. The Park County landfill has stopped accepting refuse since December 2014.

Like in Livingston, residents of the ETJ can recycle by bringing recyclable items to the City's Transfer Station. Currently, the accepted items include #1 & #2 plastics, glass, aluminum, paper, and cardboard. The 2017 City of Livingston Solid Waste System report makes recommendations for changes to recycling services and protocol.

H. Broadband Services

Wireless service in the ETJ is mainly provided by AT&T Mobility LLC. CenturyLink Inc. provides broadband internet in areas closer to the City limits, and Charter Spectrum has coverage in the north along Willow Creek Road, in the south along US-89, and intermittently in areas close to Wineglass, Bison Trail, and Buckskin Trail. Broadband in the unincorporated area is limited and the network is provided through unpaved local roads connecting the rural region to the City.

3 | Goals, Objectives, and Strategies for Growth

Introduction

Livingston and Park County historically coordinated through a City-County Planning Board. A County Zoning District had been established and was managed through the Board, but ultimately became invalid after the dissolution of the Board decades ago. The City of Livingston and Park County Compact, established as an Interlocal Agreement in 2017, pursuant to Montana Code, is a current example of intergovernmental coordination between the City and County. This compact allows the City and County to cooperate with each other and "provide service and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities." The Compact can be found in **Appendix D** of the Livingston Growth Policy. Additional coordination will benefit the City, the County, and their residents. Similarly, coordination efforts that extend beyond the relationship between the City and County will offer additional benefits to the region and the communities and entities therein.

The coordination of planning activities may not be sufficient to achieve shared goals. Some issues may require a joint response from multiple agencies. Agencies may partner on capital construction projects, conduct joint planning processes, or enter intergovernmental agreements on a variety of issues. Intergovernmental agreements or compacts are recognized within Montana Planning statutes as a tool for the creation of joint planning boards and other issues. These documents explicitly delineate specific obligations, agreements, and cooperative efforts between entities.

The following goals, along with their associated objectives and strategies, will ensure that successful coordination will occur between the City of Livingston, Park County, and its other regional partners.

Goals, Objectives, and Strategies

Goal 1: Plan for future development within the urban/rural interface.

Objective 1.1: Coordinate with Park County.

Strategy 1.1.1: Organize and facilitate regular communication with representatives from the County and other Jurisdictions to foster interdepartmental dialogue.

Strategy 1.1.2: Incorporate relevant goals and objectives from the 2021 Livingston Growth Policy Update into planning decisions and discussions about the Extra-Territorial Jurisdiction (ETJ).

Strategy 1.1.3: Identify the Wildland Urban Interface and support the ability of wildland fire fighters to manage incidents that put residents and firefighters at risk.

Goal 2: Ensure seamless provision of services and amenities to residents, businesses, and visitors within the region.

Objective 2.1: Coordinate with other entities on planning, funding, and implementation of projects and programs that affect quality of life in Livingston and the surrounding region.

Strategy 2.1.1: Gauge interest from Park County and other local jurisdictions in developing and participating in a regional planning committee to regularly coordinate on regional opportunities.

Strategy 2.1.2: Communicate with the National Park Service as needed.

Strategy 2.1.3: Communicate with the Montana Department of Transportation as needed.

Strategy 2.1.4: Communicate with entities responsible for providing services to people experiencing hunger and/or homelessness as needed.

Strategy 2.1.5: Communicate with medical and emergency services providers as needed.

Strategy 2.1.6: Communicate with local school districts as needed.

Strategy 2.1.7: Communicate with residents and public stakeholders as needed.

Strategy 2.1.8: Coordinate with other planning processes in the planning area to make sure goals and objectives are consistent and assumptions for growth and land use are similar.

Goal 3: Encourage development of compatible land uses in the Extra-Territorial Jurisdiction (ETJ).

Objective 3.1: Coordinate planning and development of the ETJ with Park County to address future zoning and annexation needs.

Strategy 3.1.1: Encourage Park County to review and update their subdivision regulations.

Strategy 3.1.2: Prioritize and encourage new development in areas that are already zoned or subdivided at urban densities in the planning area.

Strategy 3.1.3: Highway Commercial near the Interstate interchanges should be compatible with land use plans and should minimize impacts on traffic and nearby properties.

Strategy 3.1.4: Explore adopting City Zoning as allowed by State Statute.

Strategy 3.1.5: Identify public projects and investments required for zoning and annexation in the ETJ.

Strategy 3.1.6: Develop areas to be annexed to the City to comply with City public works and subdivision design standards.

Strategy 3.1.7: Develop areas to be annexed to the City to have a higher density with a mix of housing types.

Strategy 3.1.8: Evaluate and amend the zoning and subdivision ordinances to prohibiting the development of large lot subdivisions inconsistent with Livingston's historic development pattern within the City or ETJ.

Strategy 3.1.9: Maintain existing agricultural uses within the ETJ.

Strategy 3.1.10: Require annexation prior to subdivision of any parcel in the ETJ.

Objective 3.2: Promote sustainable housing development in the ETJ.

Strategy 3.2.1: Identify and study the characteristics of existing housing units in the planning area.

Strategy 3.2.2: Provide a grid system street network and avoid cul-de-sacs where possible.

Strategy 3.2.3: Coordinate to have new development in the planning area provide for parks and open space.

Objective 3.3: Ensure that the extraction of sand and gravel resources throughout the region will not negatively impact the surrounding ecosystem, nearby residents, or landowners.

Strategy 3.3.1: Coordinate with adjacent jurisdictions to ensure restrictions are in place on sand and gravel operations in areas that pose a threat to water quality.

Strategy 3.3.2: Coordinate with adjacent jurisdictions to ensure policies are in place to mitigate the impacts of gravel resource extraction.

Objective 3.4: Promote policy that facilitates the conservation of open space and limits low density development.

Strategy 3.4.1: New roads developed specifically for the development of residential use shall not be allowed.

Goal 4: Ensure new development in the Extra-Territorial Jurisdiction (ETJ) is sensitive to the environment and natural ecosystems.

Objective 4.1: Coordinate development that is compatible with the area's sensitive topography.

Strategy 4.1.1: Assess all new development to ensure there is least environmental impact, including floodway and floodplain guidelines where applicable.

Strategy 4.1.2: Coordinate to conserve the area's prime farmland or farmland of statewide importance.

Strategy 4.1.3: Promote development that is compatible with and allows access to public lands and waters.

Objective 4.2: Use conservation easements to preserve open spaces and environmentally and culturally important lands.

Strategy 4.2.1: Partner with the County to explore creation of open space bonds to purchase land as conservation easements from willing landowners.

Strategy 4.2.2: Identify funding sources in addition to public funds, such as donations, state and federal grants, levies, and other funding from private organizations.

Objective 4.3: Manage and preserve natural resources.

Strategy 4.3.1: Include the ETJ Area in the Climate Action Plan.

Strategy 4.3.2: Coordinate to utilize best practices to protect groundwater and water quality in streams and rivers.

Strategy 4.3.3: Include the ETJ Area in efforts to promote native vegetation, reduce invasive species, and protect wetlands and wildlife habitat, including migration paths.

Goal 5: Provide infrastructure improvements and public facilities to support existing and future populations in conjunction with Park County.

Objective 5.1: Improve water and wastewater supply and treatment facilities in ETJ.

Strategy 5.1.1: Protect groundwater quality and enhance capacity to ensure water supply in the planning area.

Strategy 5.1.2: Plan for sewer and water mains extensions in areas with clustered residential development.

Strategy 5.1.3: In consultation with the County Health Department, explore development of gray water regulations for rural residential units.

Objective 5.2: Develop multi-modal transportation options in the ETJ.

Strategy 5.2.1: Extend City's transit to serve the residents of the ETJ.

Strategy 5.2.2: Develop a community-wide interconnected trail system between the City, the ETJ, and the County.

Strategy 5.2.3: Plan for pedestrian access in existing and new developments in the planning area.

Strategy 5.2.4: Ensure new development and subdivisions have dedicated right-of-way for future transportation infrastructure projects.

Strategy 5.2.5: Require sidewalk connectivity with all subdivision in the ETJ.

Objective 5.3: Make streets safe and promote efficient access for all users and modes of transportation..

Strategy 5.3.1: Coordinate with the Montana Department of Transportation to reduce fatalities and serious injuries on rural roads.

Strategy 5.3.2: Address traffic flow and congestion issues commensurate with growth in the ETJ.

Strategy 5.3.3: Provide safe and accessible crossings for pedestrians and bicyclists across railroad tracks.

Strategy 5.3.4: Consider integrating the area into any Active Transportation Plan of the City.

Objective 5.4: Identify and promote the unique recreational opportunities in the region to bolster tourism and diversify economy.

Strategy 5.4.1: Coordinate to monitor and manage public access to open spaces and waters for hunting, fishing, and other recreational activities.

Strategy 5.4.2: Support and promote the development of nature-based and agri-tourism industries to promote community identity and economy.

Objective 5.5: Development is supported by adequate facilities and digital connectivity.

Strategy 5.5.1: Explore the expansion of broadband utilities to the ETJ.

Strategy 5.5.2: Continue to support solid waste management in the ETJ.

Implementation

The following Implementation Matrix summarizes the goals, objectives, and strategies provided above, along with a recommended timeframe for implementing the strategies. These timeframes are categorized by the following:

- Immediate: 1-2 years
- Near-Term: 3-5 years
- Mid-Term: 6-10 years
- Long-Term: 10+ years

The implementation of some strategies is recommended to occur over the course of multiple timeframes because of the time it is expected to take to complete the necessary steps of that strategy, alignment with related processes, and/or because of its ongoing nature.

As the future land use and development of the ETJ is highly connected to the growth of the City of Livingston, many of the strategies developed for the ETJ are related to strategies developed within the main Growth Policy. These are indicated by a blue mountain symbol ( ). The Implementation Matrix for the City of Livingston's Growth Policy can be found in **Chapter 12: Implementation** of the Growth Policy.

Table 3.1: Implementation Matrix

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Goal 1: Plan for future development within the urban/rural interface.				
Objective 1.1: Coordinate with Park County.				
Strategy 1.1.1: Organize and facilitate regular communication with representatives from the County and other Jurisdictions to foster interdepartmental dialogue.	■	■	■	■
Strategy 1.1.2: Incorporate relevant goals and objectives from the 2020 Livingston Growth Policy Update into planning decisions and discussions about the Extra-Territorial Jurisdiction (ETJ).	■	■	■	■
Strategy 1.1.3: Identify the Wildland Urban Interface and support the ability of wildland fire fighters to manage incidents that put residents and firefighters at risk.	■	■	■	■
Goal 2: Ensure seamless provision of services and amenities to residents, businesses, and visitors within the region.				
Objective 2.1: Coordinate with other entities on planning, funding, and implementation of projects and programs that affect quality of life in Livingston and the surrounding region.				
Strategy 2.1.1: Gauge interest from Park County and other local jurisdictions in developing and participating in a regional planning committee to regularly coordinate on regional opportunities.	■			
Strategy 2.1.2: Communicate with the National Park Service as needed.	■	■	■	■
Strategy 2.1.3: Communicate with the Montana Department of Transportation as needed.	■	■	■	■
Strategy 2.1.4: Communicate with entities responsible for providing services to people experiencing hunger and/or homelessness as needed.	■	■	■	■
Strategy 2.1.5: Communicate with medical and emergency services providers as needed.	■	■	■	■
Strategy 2.1.6: Communicate with local school districts as needed.	■	■	■	■
Strategy 2.1.7: Communicate with residents and public stakeholders as needed.	■	■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 2.1.8: Coordinate with other planning processes in the planning area to make sure goals and objectives are consistent and assumptions for growth and land use are similar.	■	■	■	■
Goal 3: Encourage development of compatible land uses in the Extra-Territorial Jurisdiction (ETJ).				
Objective 3.1: Coordinate planning and development of the ETJ with Park County to address future zoning and annexation needs.				
Strategy 3.1.1: Encourage Park County to review and update their subdivision regulations.	■	■		
Strategy 3.1.2: Prioritize and encourage new development within planned future growth areas and in areas that are already zoned or subdivided at urban densities in the planning area.	■	■	■	■
Strategy 3.1.3: Highway Commercial near the Interstate interchanges should be compatible with land use plans and should minimize impacts on traffic and nearby properties.	■	■		
Strategy 3.1.4: Explore adopting City Zoning as allowed by State Statute.	■	■		
Strategy 3.1.5: Identify public projects and investments required for zoning and annexation in the ETJ.	■			
Strategy 3.1.6: Develop areas to be annexed to the City to comply with City public works and subdivision design standards.	■	■	■	■
Strategy 3.1.7: Develop areas to be annexed to the City to have a higher density with a mix of housing types.		■	■	■
Strategy 3.1.8: Evaluate and amend the zoning and subdivision ordinances to prohibiting the development of large lot subdivisions inconsistent with Livingston's historic development pattern within the City or ETJ.	■	■		
Strategy 3.1.9: Maintain existing agricultural uses within the ETJ.	■	■	■	■
Strategy 3.1.10: Require annexation prior to subdivision of any parcel in the ETJ.	■	■	■	■
Objective 3.2: Promote sustainable housing development in the ETJ.				
Strategy 3.2.1: Identify and study the characteristics of existing housing units in the planning area.	■			

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Strategy 3.2.2: Provide a grid street network and avoid cul-de-sacs where possible.				
Strategy 3.2.3: Coordinate to have new development in the planning area provide for parks and open space.				
Objective 3.3: Ensure that the extraction of sand and gravel resources throughout the region will not negatively impact the surrounding ecosystem, nearby residents, or landowners.				
Strategy 3.3.1: Coordinate with adjacent jurisdictions to ensure restrictions are in place on sand and gravel operations in areas that pose a threat to water quality.				
Strategy 3.3.2: Coordinate with adjacent jurisdictions to ensure policies are in place to mitigate the impacts of gravel resource extraction.				
Objective 3.4: Promote policy that facilitates the conservation of open space and limits low density development.				
Strategy 3.4.1: New roads developed specifically for the development of residential use shall not be allowed.				
Goal 4: Ensure new development in the Extra-Territorial Jurisdiction (ETJ) is sensitive to the environment and natural ecosystems.				
Objective 4.1: Coordinate development that is compatible with the area's sensitive topography.				
Strategy 4.1.1: Assess all new development to ensure there is least environmental impact, including floodway and floodplain guidelines where applicable.				
Strategy 4.1.2: Coordinate to conserve the area's prime farmland or farmland of statewide importance.				
Strategy 4.1.3: Promote development that is compatible with and allows access to public lands and waters.				
Objective 4.2: Use conservation easements to preserve open spaces and environmentally and culturally important lands.				
Strategy 4.2.1: Partner with the County to explore creation of open space bonds to purchase land as conservation easements from willing landowners.				
Strategy 4.2.2: Identify funding sources in addition to public funds, such as donations, state and federal grants, levies, and other funding from private organizations.				

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 4.3: Manage and preserve natural resources.				
Strategy 4.3.1: Include the ETJ Planning Area in a Climate Action Plan if the City pursues one.	■	■		
Strategy 4.3.2: Coordinate to utilize best practices to protect groundwater and water quality in streams and rivers.		■	■	■
Strategy 4.3.3: Include the ETJ Planning Area in efforts to promote native vegetation, reduce invasive species, and protect wetlands and wildlife habitat, including migration paths.	■	■	■	■
Goal 5: Provide infrastructure improvements and public facilities to support existing and future populations in conjunction with Park County.				
Objective 5.1: Improve water and wastewater supply and treatment facilities in the ETJ.				
Strategy 5.1.1: Protect groundwater quality and enhance capacity to ensure water supply in the planning area.		■	■	■
Strategy 5.1.2: Plan for sewer and water mains extensions in areas with clustered residential development.		■	■	■
Strategy 5.1.3: In consultation with the County Health Department, explore development of gray water regulations for rural residential units.		■	■	
Objective 5.2: Develop multi-modal transportation options in the ETJ.				
Strategy 5.2.1: Extend City's transit to serve the residents of the ETJ.			■	■
Strategy 5.2.2: Develop a community-wide interconnected trail system between the City, the ETJ, and the County.		■	■	■
Strategy 5.2.3: Plan for pedestrian access in existing and new developments in the planning area.		■	■	■
Strategy 5.2.4: Ensure new development and subdivisions have dedicated right-of-way for future transportation infrastructure projects.		■	■	■
Strategy 5.2.5: Require sidewalk connectivity with all subdivision in the ETJ.		■	■	■

Goal, Objective, or Strategy	Immediate (1-2 Years)	Near Term (3-5 Years)	Mid-Term (6-10 Years)	Long-Term (10+ Years)
Objective 5.3: Make streets safe and promote efficient access for all users and modes of transportation.				
Strategy 5.3.1: Coordinate with the Montana Department of Transportation to reduce fatalities and serious injuries on rural roads.	■	■	■	■
Strategy 5.3.2: Address traffic flow and congestion issues commensurate with growth in the ETJ.			■	■
Strategy 5.3.3: Provide safe and accessible crossings for pedestrians and bicyclists across railroad tracks.			■	
Strategy 5.3.4: Consider integrating the area into any Active Transportation Plan of the City.		■	■	
Objective 5.4: Identify and promote the unique recreational opportunities in the region to bolster tourism and diversify economy.				
Strategy 5.4.1: Coordinate to monitor and manage public access to open spaces and waters for hunting, fishing, and other recreational activities.	■	■	■	■
Strategy 5.4.2: Support and promote the development of nature-based and agri-tourism industries to promote community identity and economy.	■	■	■	■
Objective 5.5: Development is supported by adequate facilities and digital connectivity.				
Strategy 5.5.1: Explore the expansion of broadband utilities to the ETJ.			■	■
Strategy 5.5.2: Continue to support solid waste management in the ETJ.	■	■	■	■

4 | Conclusion

Summary

As the City of Livingston plans for growth and establishes the 2020 Growth Policy Update, assessing the existing conditions of the ETJ will encourage orderly development in the unincorporated areas surrounding the City. This Report – The Extra-Territorial Jurisdiction Plan - serves as a baseline to coordinate activities with other governmental agencies and planning processes to promote overall quality of life and fiscal health of the region.

This Report summarizes existing conditions for the ETJ, sets goals for the area's future, and recommends strategies for working toward those goals. Areas of focus include:

- Population
- Land Use
- Natural Resources
- Housing
- Economy
- Local Services
- Transportation
- Public Facilities

Assessment of the existing conditions highlight the area's unique rural and topographical characteristics that are important to the community and may have potential impacts to development policies applicable in the jurisdiction. Consequently, the report includes future growth trends and recommendations compatible with the area's unique and sensitive setting to guide the community's vision for growth without burdening public and natural resources. It also provides specific goals, objectives, and strategies that may be used to help implement the Growth Policy.

Ultimately, This Report will contribute to the successful application of Livingston's 2020 Growth Policy that takes into consideration the unincorporated areas beyond the City limits where future growth is expected and to investigate the prospect of annexing these areas into the City's jurisdiction.

Figure 4.1: The Extra-Territorial Jurisdiction Surrounding the City of Livingston



References

The following references were utilized in the creation of this Extra-Territorial Jurisdiction Plan. For a list of references utilized in the development of the City of Livingston's Growth Policy, see **Appendix C** of the Growth Policy.

- Atlas of Park County, Montana
- Bozeman Daily Chronicle
- ESRI Business Analyst, 2020
- Headwaters Economics, "The Value of Montana's Outdoors", 2019
- Montana Department of Environmental Quality - Data
- Montana Department of Environmental Quality - Interactive Mapping Application
- Montana Department of Natural Resources & Conservation - Interactive Map
- Montana Department of Natural Resources & Conservation - GIS
- Montana State Library - GIS Map Gallery
- Park County - GIS
- Park County Onsite Water Treatment Regulations, 2012
- Park County Planning Department
- Park County Rural Improvement Districts Policies and Procedures, 2014
- Park County Subdivision Regulations, 2010
- State of Montana - Rural Land Conservation Easements
- State of Montana - Mapping Spatial Data
- Trip National Research Group, "Montana Transportation by The Numbers," 2017
- U.S. Department of Transportation Rural Safety Initiative, 2008
- Upper Missouri River Basin Drought Indicators Dashboard

Appendix B: Public Participation

Introduction

Public participation was integral to the development of the Growth Policy Update. The public informed the development of the overarching vision of the Policy, as well as the formation of goals, objectives, and strategies for implementing their vision. As such, public engagement occurred throughout the planning process. This appendix showcases the materials used to advertise and facilitate public participation activities, as well as documentation of those activities and their outcomes. It is organized into five sections: Events, Surveys, Press Releases, Website, and Planning Board and Committee Comments.

Appendix Figure 1: Timeline of Public Involvement Activities

City Commission Kick-off	• November 2019
Community Meetings	• January 2020 • June 2020 • July 2020 (Virtual)
Listening Sessions	• November 2019 - Key Informants • January 2020 - Boards & Commissions
Community Survey	• January through February 2020 • 1000+ Responses
Visual Preference Exercise	• 60+ participants at January meeting commented • Comments on 40+ photos
Growth Policy Web Site	• On-going Updates • On-Line Comment Form
Topic Specific Online Questionnaires	• Community Character - March 2020 • Future Growth Areas - June 2020
Planning Board Public Meetings	• October - April 2021
Other Outreach	• Press Releases • City List-Serve

Events

A variety of public engagement events were used throughout the Growth Policy Update process to discuss the project and community ideas and priorities with residents, business owners, board and committees, and other stakeholders in Livingston.

Stakeholder engagement included Listening Sessions on November 4, 2019, and a Lunch and Learn on January 29, 2020.

Commission engagement included a presentation to the Commission on November 5, 2019.

Community Meetings included the first on January 28, 2020, and the second consisting of an in-person meeting on June 16, 2020 and a replicate meeting in virtual format on July 1, 2020.

Space reserved for listing the Public Meetings of the Planning Board.

Meeting invitations, agendas, presentations, and summaries and included on the following pages.

You're Invited!

CITY OF LIVINGSTON GROWTH POLICY

STAKEHOLDER LISTENING SESSION

How do you want to see the City of Livingston grow and develop? Help shape the future of Livingston by sharing your vision in a small group discussion with other local leaders and community representatives.

NOVEMBER 4, 2019 from 1:00 - 3:00pm

City - County Complex
414 E. Callender Street
West Room (lower floor)
Livingston, Montana 59047

RSVP & Contact:
Faith Kinnick
Administrative Assistant
City Manager's Office
City of Livingston
(406) 823-6002
fkinnick@livingstonmontana.org

City of Livingston
Incorporated 1889

You're Invited!

CITY OF LIVINGSTON GROWTH POLICY

STAKEHOLDER LISTENING SESSION

How do you want to see the City of Livingston grow and develop? Help shape the future of Livingston by sharing your vision in a small group discussion with other local business leaders.

NOVEMBER 4, 2019 from 3:00 - 5:00pm

City - County Complex
414 E. Callender Street
West Room (lower floor)
Livingston, Montana 59047

RSVP & Contact:
Faith Kinnick
Administrative Assistant
City Manager's Office
City of Livingston
(406) 823-6002
fkinnick@livingstonmontana.org

City of Livingston
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CITY OF LIVINGSTON GROWTH POLICY
Stakeholder Listening Session Agenda

Meeting Date: November 4, 2019 | Time: 1:00 - 3:00 PM

1. Introductions 1:00
   - » Consultant Team
   - » Stakeholders

2. What is a Growth Policy and how does it pertain to Livingston? 1:20
   - » See Handout

3. Facilitated Discussion 1:45

4. Next Steps and Wrap-Up 2:45

CITY OF LIVINGSTON GROWTH POLICY
Stakeholder Listening Session Agenda

Meeting Date: November 4, 2019 | Time: 3:00 - 5:00 PM

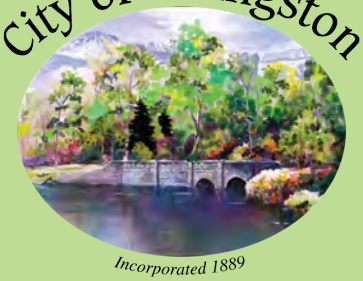
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Frequenty Asked Questions

CITY OF LIVINGSTON GROWTH POLICY

What is a Growth Policy?

- A Growth Policy is an official public document that is intended to guide future social, physical, environmental and economic growth and development of a jurisdiction.
- A growth policy is a required by the State of Montana as outlined in the Montana Revised Code.

What is the purpose of Livingston's Growth Policy Update?

- It will serve as an integral land use planning guidance tool as the community, including the 2-mile extraterritorial jurisdiction, grows and develops.
- It will reflect the desires and needs of the community as well as the existing and future capacity of the city's infrastructure, economy, and natural environment.
- It will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

What topics will the Growth Policy address?

Land Use	Natural Resources	Public Facilities	Population
Local Services	Transportation	Housing	Economy
Policies, Regulations, & Other Measures		Intergovernmental Coordination	

What is the timeline for Livingston's Growth Policy Update?

Project kick-off and initial collection of information	October – November 2019
Establish goals and objectives + public meeting and survey	December 2019 – January 2020
Project growth trends and identify needs and opportunities	February – March 2020
Update the Growth Policy + public meeting	March – August 2020
Finalize Growth Policy + adopt Growth Policy	September 2020

How can I be involved?

Participate in the upcoming survey and public meetings. Get information on these opportunities and more via: email, social medai, website, and utility bill flyers -- ***COMING SOON***

Livingston, MT Growth Policy
Stakeholder Listening Sessions Summary

Monday, November 4, 2019 - Listening Sessions: Kate McMahon and Jim Lenner

SESSION #1

1. Don't want to be Bozeman i.e. explosion of growth.
2. Be strategic in growing.
3. Summer tourism is key economic driver.
4. More people moving to Liv then driving to Bozeman for work
5. Hard to find service industry employees (and labor in general). One restaurant closed for lunch because of no employees.
6. Hospital will share Community Needs Assessment.
7. Chamber will share/push email announcements.
8. Community Foundation will share their recent surveys.
9. Downtown should be dense, walkable and have residences.
10. Preserve extraterritorial area for estates/large ranches
11. Need mixed style of housing choices.
12. Create I-90 gateway entry features to get people in town
13. No gas stations at interchanges.
14. There is a labor shortage.
15. Not a single person working on ED for the city. Need an ED plan.
16. Broadband is nonexistent - unreliability of internet is problem
17. Natural resources i.e. Yellowstone river is a huge deal. Need to protect.
18. Civic center should be site of future rec center.
19. Need winter activities - YMCA/indoor pool/etc. for children
20. Park County Community Foundation will share their latest survey and results.

SESSION #2

1. Need to focus on elderly and youth
2. Growing businesses is key; utilize working remotely
3. Ranchers are moving to city as they age.
4. Need housing for workforce; make new developments have opportunity for housing.
5. New residents don't understand benefits of tourism whereas generational residents do.
6. Need housing downtown.
7. Work with BID.
8. The State programs to help with home buying are not making to those who need it most.
9. Hospital will share community needs assessment.

STRENGTHS

1. Small town feel
2. Rural lifestyle
3. Landscape and natural beauty
4. Culture of giving and helping others
5. Tourism industry
6. Community takes care of own
7. Updated infrastructure
8. Safe
9. Over 212 non-profits in Park County.
10. Friendly people.
11. Access to outdoor recreation
12. Music, arts and culture scene

WEAKNESSES

1. Housing choices; cost is high and supply is low
2. Lack of workforce especially service industry
3. Access across railroad tracks
4. River divides town
5. Overall health, safety and education of youth
6. Mental health and suicide
7. Scared of Bozeman effect - Any change may lead to Bozeman
8. Lost ShopCo
9. No after school programs.
10. Property costs rising.
11. Social service network has eroded or completely gone.
12. Public transportation outside of the City.

OPPORTUNITIES

1. Plan for growth using citizen input and existing processes
2. Need commercial design standards
3. Need to update zoning ordinance i.e. highway commercial.
4. Need discount retailer
5. Add signage to interstate
6. Create a river walk
7. Need FD on north end.
8. Create housing trust or land bank
9. Search for community college to locate in city.
10. RR properties for redevelopment.
11. Create rec center with indoor pool and basketball. Hospital may be interested in partnering.
12. Better parking design and volume for business downtown.

THREATS

1. New residents dictating future of City; changing culture of community.
2. Uncontrolled growth
3. Tent cities/Camper Villages
4. Response times of emergency services.
5. County PLT funds not making to rural fire district
6. City tree program puts burden on residents.
7. Stillwater Mine to close in 2030 - 750 city residents out of work.
8. Downtown assessment for street work forced sale of businesses and buildings.

You're Invited!

CITY OF LIVINGSTON GROWTH POLICY

CITY BOARD/COMMITTEE LUNCH & LEARN

Come hear about the progress of the City's Growth Policy update project, ask questions, and share your ideas about Livingston's future.

This is a special meeting for members of Livingston's boards and committees. Please bring your own lunch.

JANUARY 29, 2020 from 12:00 - 2:00pm

Livingston Park County Library
Bev Stevenson Room
228 W. Callendar Street
Livingston, Montana 59047

RSVP & Contact:
Faith Kinnick
Administrative Assistant
City Manager's Office
City of Livingston
(406) 823-6002
fkinnick@livingstonmontana.org

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Visit burtonplanning.com/LivingstonGrowthPolicy to take a survey and for more ways to be involved.

CITY OF LIVINGSTON GROWTH POLICY
Lunch & Learn Agenda

Meeting Date: January 29, 2020 | Time: 12:00 - 2:00 PM

1. Introductions 12:00
   - » Consultant
   - » City Board and Commission members

2. What is a Growth Policy and how does it pertain to Livingston? 12:20
   - » See Handout

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4. Next Steps and Wrap-Up 1:45

City of Livingston Growth Policy

Lunch & Learn – City Boards and Committees

January 29, 2020 | Time: 12:00pm

1

Tonight's Purpose

1. Provide Information on the Growth Policy Update
   - What is a Growth Policy?
   - Overview of the process to update Livingston's Growth Policy
   - Next steps
2. Receive your feedback on successes/challenges/strategies for Livingston
3. Ensure that you can ask questions

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Introductions

City of Livingston
Burton Planning Services
Applied Communications

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Burton Planning Services

Amelia Mansfield
Planning Manager



Jim Lenner
Community and Economic
Development Director



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Applied Communications

Kate McMahon



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What is a Growth Policy?

- Will serve as an **integral land use planning guidance tool** as the community, including the 2-mile extraterritorial jurisdiction, grows and develops.
- It is **essential** that the Growth Policy reflect the desires and needs of the community as well as the existing and future capacity of the city's infrastructure, economy, and natural environment.
- The Growth Policy will name the best locations for growth and **assist the City with ensuring** that development and investment occurs appropriately.

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What Will Livingston's Growth Policy Address?

- Land Use
- Population
- Housing
- Public Facilities
- Policies, Regulations, and Other Measures
- Transportation
- Natural Resources
- Local Services
- Economy
- Intergovernmental Coordination

7

Growth Policy Process



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Public Involvement Is Critical

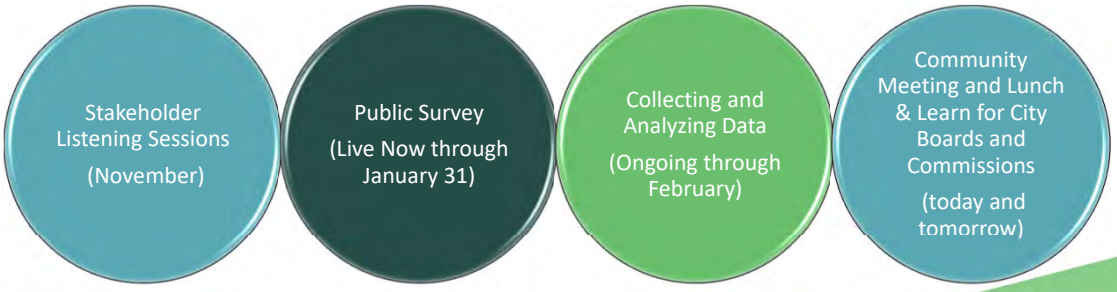
Public Involvement Will Be ***Ongoing*** During Entire Process



This is the City's Policy and Will Reflect the Community's Perspective

9

Progress to Date



10

A Little Bit About Livingston:

Source: 2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

Population: 7,294
Population 65 years and older: **2017=** 18.9%
2010 = 15.8%

Median Age:
Livingston = 39.7
Montana = 39.8
Park County = 46.4

11

A Little Bit About Livingston:

Source: 2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

Total Households: 3,569 **Owner-Occupied:** 66 %

Households with two or more people: 51%
Households with no people under 18 years old: 74.7%

Median Home Value:
Livingston = $209,100 Montana = $209,100 Bozeman = $310,800

Median Rent: Livingston = $683 MT = $751 Bozeman = $956

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A Little Bit About Livingston:

Workers age 16 and older who work in Park County: 78.5%
Workers age 16 and older who drive alone to work: 64.4%
Workers age 16 and older who carpool to work: 18.8%
take bus to work: .9%

Median Household Income: $44,660 (Montana = $50,801)

Households with income below poverty level: 16.7%

2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

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A Little Bit About Livingston:

Source: 2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

Businesses: 620
Employees: 4,073
Top Industries:

Service	39.8%
Retail	24.4%

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What We've Heard from You: Preliminary Survey Results

Survey Responses = 531

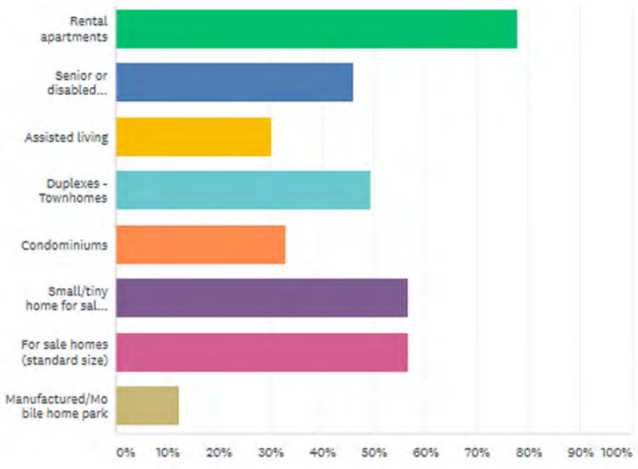
70.3% Live in Livingston
23.7% Live in Park County but outside city limits
6% Live elsewhere



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Housing

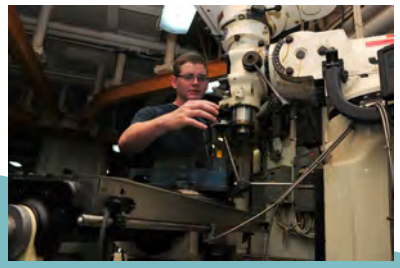
- There is a shortage of rental units
- It is difficult to recruit employees due to shortage of affordable units
- Rents are too high for average work
- Cost to purchase is to high for average worker



16

Buy Local

SPEND IT HERE • KEEP IT HERE



Economy – Top five policies

- Attract skilled trade industries
- Work force development and training
- Attract professional service jobs
- Business Retention and attraction
- Buy local campaign

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Land Use

- Regulate big box stores
- Limit billboards
- Discourage sprawl
- Cluster homes to protect green space

Transportation

- Build separated grade crossing
- Design for people with disabilities
- Pedestrian friendly designs

18

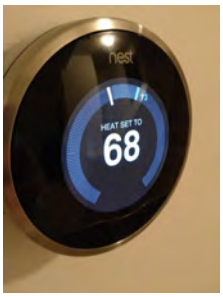
Environment – Natural Resources

Protect natural areas such as floodplains, wetlands, wildlife habitat.
Enact appropriate measures to protect water quality in the Yellowstone River.
Enact appropriate measures to protect ground water resources.
Reduce non-point water pollution through best practices for stormwater management.
Discourage development in hazardous areas with steep slopes, poor soils, floodplain
Support clean-up of contaminated brownfields and superfund properties.
Reduce waste and promote recycling in the city.
Promote practices that result in good, healthy air quality.
Promote landscaped areas and preserve the urban forest.
Coordinate with the county to reduce risk from potential wildfires.
Control for noxious weeds and encourage use of native, drought resistance plants.
Promote practices to reduce potential human-wildlife conflict

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Infrastructure

- Impact fees
- Energy efficiency
- Resilient infrastructure design
- Water Conservation







Growth Policy Timeline

Project Start: October 2019

Project Finish: September 2020

TASK	START	END	2019			2020								
	Tue, 10/15/19	Wed, 9/30/20	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
1: Project Initiation and Management	**Tue, 10/15/19**	**Wed, 9/30/20**												
Project Initiation	Tue, 10/15/19	Fri, 11/15/19												
Ongoing Project Management	Tue, 10/15/19	Wed, 9/30/20												
Project Close-Out	Tue, 9/1/20	Wed, 9/30/20												
2: Needs Assessment	**Tue, 10/15/19**	**Tue, 3/31/20**												
Review 2017 Growth Policy	Tue, 10/15/19	Tue, 10/15/19												
Collect Base Information	Tue, 10/15/19	Fri, 11/29/19												
Establish Goals and Objectives	Mon, 12/2/19	Fri, 1/31/20												
Analyze Base Information	Thu, 1/2/20	Fri, 2/28/20												
Project Trends	Mon, 2/3/20	Tue, 3/31/20												
Identify Needs	Mon, 3/2/20	Tue, 3/31/20												
3: Growth Policy Update	**Mon, 3/2/20**	**Tue, 6/30/20**												
Identify Strategies	Mon, 3/2/20	Fri, 5/29/20												
Create Implementation Plan	Wed, 4/1/20	Tue, 6/30/20												
Other Inclusions	Mon, 3/2/20	Fri, 5/29/20												
4: Growth Policy Review & Adoption	**Wed, 7/1/20**	**Wed, 9/30/20**												
Review of Draft Growth Policy	Wed, 7/1/20	Fri, 7/31/20												
Review of Final Growth Policy	Mon, 8/3/20	Mon, 8/31/20												
Adoption	Tue, 9/1/20	Wed, 9/30/20												
5: Public Involvement	**Tue, 10/15/19**	**Wed, 9/30/20**												

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Next Steps

- Analysis of Data
- Draft Goals & Objectives
- Identify Needs
- Project Trends
- Draft Growth Policy

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Discussion

1. What are community successes?
2. What challenges are the community facing over the next 10-years?
3. What action items/strategies/policies would you suggest that address the challenges ?

23

Other Questions?

24

Contact

Faith Kinnick, Administrative Assistant
City Manager's Office
110 S. B Street, Livingston, MT 49047
Phone: (406) 823 – 6002
Email: fkinnick@livingstonmontana.org

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Livingston Growth Policy Update
Lunch & Learn Summary

January 29, 2020

In Attendance:

Bill Edwards
Jeanne Souvigney
Shelly Prasek
Andrew Mitchell
Michal DeChellis
Wendy Weaver
Rick VanAken
Scott Weisbeck
Mel Friedman
Jim Baerg
Warren Mabie
Kate McInnerney
Michael Wojdylak
Connor Cavigli
Michael DeChellis
Rachael Jones
Sarah Stands
Lisa Harreld

Themes (in no particular order):

- Emphasize community character / sense of community
- Strengthen subdivision review
- Trail connectivity is needed
- Multi-modal / active transportation network is a priority
- Land Use
    - Keep commercial and other services in downtown
    - More commercial land use on north side of railroad
    - Incompatible land uses in some districts
- Pros and cons of short- and long-term rentals
- Need design guidelines
- Need architectural review standards
- Housing affordability
- Access to public lands
- Health and wellness
    - Promotion of outdoor activity in the winter
    - Promotion of green space and urban agriculture
    - Activity for youth
    - Community center / recreation center
- Natural environment
    - Small-scale solar energy
    - Urban forest
    - Water resources protection
- Growth Policy Update
    - Document demographic trends
    - Need more detail than prior Policy There should be maps to show wetlands/stream/ river channels. The Growth Policy should provide the regulatory framework to protect rivers and streams. Include policies for floodplain resiliency and drought.
    - Continued engagement of the public and boards/commissions

CITY OF LIVINGSTON GROWTH POLICY
Lunch & Learn Agenda

Meeting Date: January 29, 2020 | Time: 12:00 - 2:00 PM

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City of Livingston Growth Policy

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What Will Livingston's Growth Policy Address?

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Growth Policy Process



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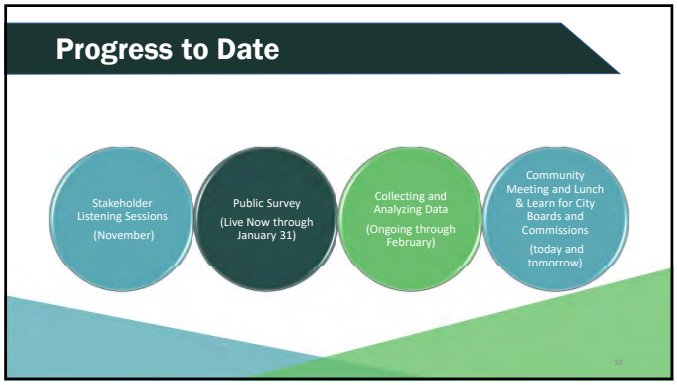
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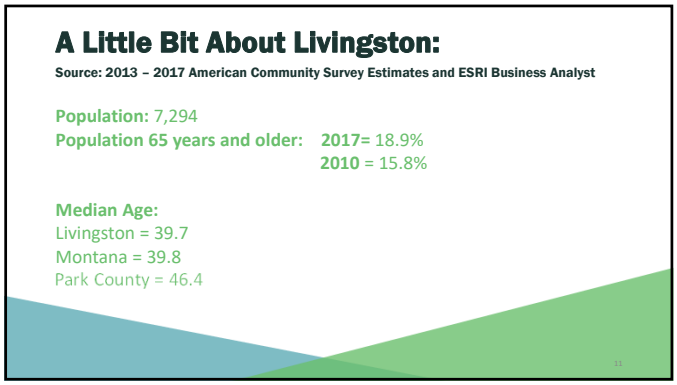


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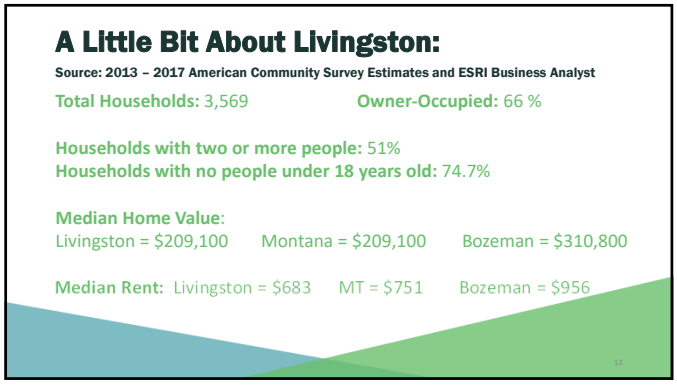
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Progress to Date
Stakeholder Listening Sessions (November)
Public Survey (Live Now through January 31)
Collecting and Analyzing Data (Ongoing through February)
Community Meeting and Lunch & Learn for City Boards and Commissions (today and tomorrow)

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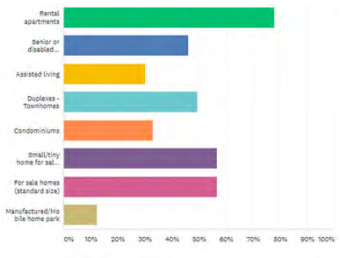


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Housing

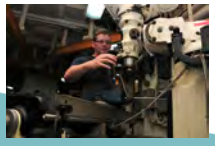
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Economy – Top five policies

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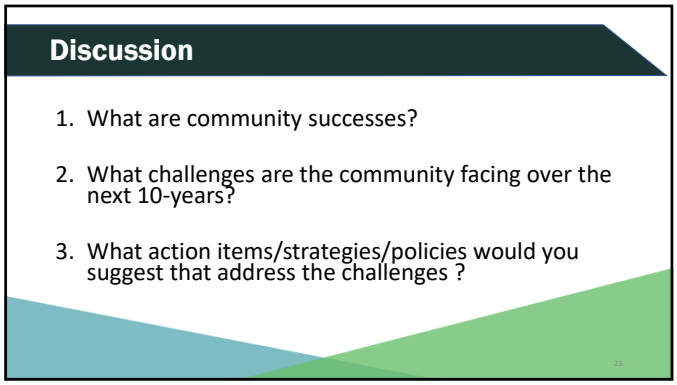


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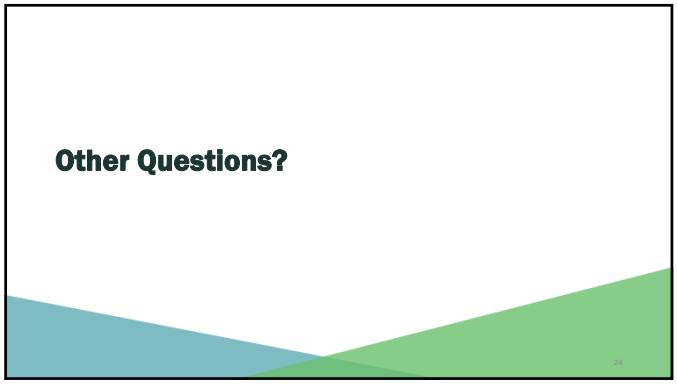
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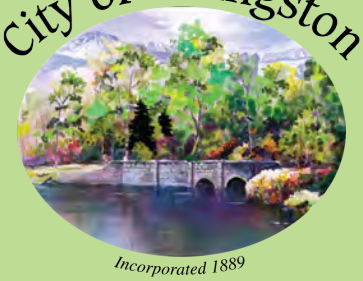

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Land Use	Natural Resources	Public Facilities	Population
Local Services	Transportation	Housing	Economy
Policies, Regulations, & Other Measures		Intergovernmental Coordination	

What is the timeline for Livingston's Growth Policy Update?

Project kick-off and initial collection of information	October – November 2019
Establish goals and objectives + public meeting and survey	December 2019 – January 2020
Project growth trends and identify needs and opportunities	February – March 2020
Update the Growth Policy + public meeting	March – August 2020
Finalize Growth Policy + adopt Growth Policy	September 2020

How can I be involved?

Take the survey and participate in upcoming community meetings. Get information on these opportunities and more at http: burtonplanning.com/LivingstonGrowthPolicy or via Faith Kinnick: (406) 823-6002.

City of Livingston Growth Policy
City Commission Presentation

November 5, 2019 | Time: 5:30pm

Tonight's Purpose

Overview Of Growth Policy Process
Discuss Work Completed
Ensure Commission Can Ask Questions

Team Introduction

City of Livingston
Burton Planning Services
Applied Communications

Burton Planning Services

Amelia Mansfield
Planning Manager



Jim Lenner
Community and Economic Development Director



Applied Communications

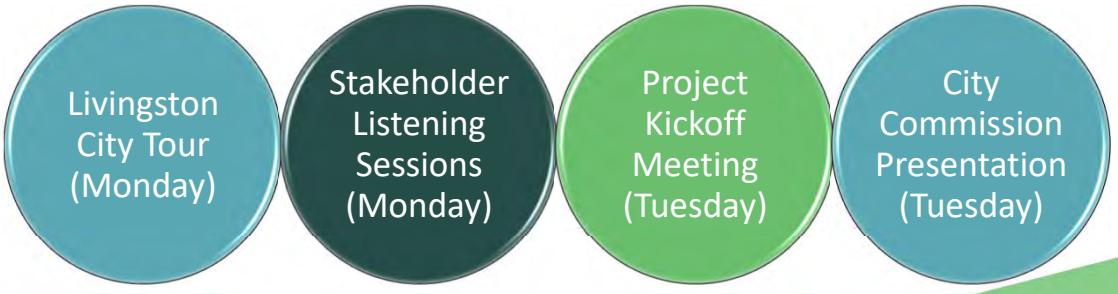
Kate McMahon
Partner



What is a Growth Strategy?

- Will serve as an **integral land use planning guidance tool** as the community, including the 2-mile extraterritorial jurisdiction, grows and develops.
- It is **essential** that the Growth Policy reflect the desires and needs of the community as well as the existing and future capacity of the city's infrastructure, economy, and natural environment.
- The Growth Policy will name the best locations for growth and **assist the City with ensuring** that development and investment occurs appropriately.

Work Has Begun



Growth Policy Process



Public Involvement Is Critical

Public Involvement Will Be ***Ongoing*** During Entire Process



This is the City's Policy And Should Be Reflective As Such

What Will Growth Policy Address?

- Land Use
- Population
- Housing
- Public Facilities
- Policies, Regulations, and Other Measures
- Transportation
- Natural Resources
- Local Services
- Economy
- Intergovernmental Coordination

Growth Policy Timeline

Project Start: October 2019

Project Finish: September 2020

TASK	START	END	2019			2020								
	Tue, 10/15/19	Wed, 9/30/20	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
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Review 2017 Growth Policy	**Tue, 10/15/19**	Tue, 10/15/19												
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5: Public Involvement	**Tue, 10/15/19**	**Wed, 9/30/20**												

Next Steps

- Accumulate Data and Information Collection
- Analysis of Base Information
- Draft Goals & Objectives
- Identify Needs
- Project Trends

Feedback by City Commission

What are we missing?

What specific areas should we target?

Is there growth you don't want?

Contact

Amelia Mansfield
amansfield@burtonplanning.com
(614) 392-2284 ext. 2

Jim Lenner
jlenner@burtonplanning.com
(740) 817-3693

You're Invited!

CITY OF LIVINGSTON GROWTH POLICY

COMMUNITY MEETING

How do you want to see the City of Livingston grow and develop? Share your vision. Hear the opinions of your neighbors.

We hope you are able to join us for casual conversation and a brief presentation.

JANUARY 28, 2020 from 6:00 - 8:00pm

City - County Complex
Large Community Room
414 E. Callender Street
Livingston, Montana 59047

RSVP & Contact:
Faith Kinnick
Administrative Assistant
City Manager's Office
City of Livingston
(406) 823-6002
fkinnick@livingstonmontana.org

City of Livingston
Incorporated 1889

Visit burtonplanning.com/LivingstonGrowthPolicy to take a survey and for more ways to be involved.

CITY OF LIVINGSTON GROWTH POLICY
Community Meeting Agenda

Meeting Date: January 28, 2020| Time: 6:00 - 8:00 PM

1. **Sign-In / Interactive Exhibits** 6:00
2. **Welcome / Introductions** 6:30
   - » City of Livingston
3. **Growth Policy Update Overview** -- Presentation 6:45
   - » Consultant
4. **Successes / Challenges / Strategies for Livingston** -- Facilitated Discussion 7:00
   - » Consultant
5. **Wrap-Up** 7:45

City of Livingston Growth Policy
Community Meeting

January 28, 2020 | Time: 6:00pm

1

Tonight's Purpose

1. Provide Information on the Growth Policy Update
   - What is a Growth Policy?
   - Overview of the process to update Livingston's Growth Policy
   - Next steps
2. Receive your feedback on successes/challenges/strategies for Livingston
3. Ensure that you can ask questions

2

Introductions

City of Livingston
Burton Planning Services
Applied Communications

3

Burton Planning Services

Amelia Mansfield
Planning Manager



Jim Lenner
Community and Economic
Development Director



4

Applied Communications

Kate McMahon



5

What is a Growth Policy?

- Will serve as an **integral land use planning guidance tool** as the community, including the 2-mile extraterritorial jurisdiction, grows and develops.
- It is **essential** that the Growth Policy reflect the desires and needs of the community as well as the existing and future capacity of the city's infrastructure, economy, and natural environment.
- The Growth Policy will name the best locations for growth and **assist the City with ensuring** that development and investment occurs appropriately.

6

What Will Livingston's Growth Policy Address?

- Land Use
- Population
- Housing
- Public Facilities
- Policies, Regulations, and Other Measures
- Transportation
- Natural Resources
- Local Services
- Economy
- Intergovernmental Coordination

7

Growth Policy Process



8

Public Involvement Is Critical

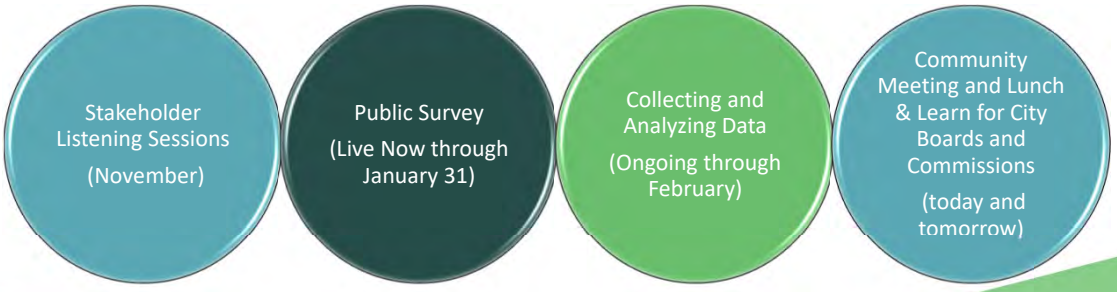
Public Involvement Will Be ***Ongoing*** During Entire Process



This is the City's Policy and Will Reflect the Community's Perspective

9

Progress to Date



10

A Little Bit About Livingston:

Source: 2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

Population: 7,294
Population 65 years and older: **2017=** 18.9%
2010 = 15.8%

Median Age:
Livingston = 39.7
Montana = 39.8
Park County = 46.4

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A Little Bit About Livingston:

Source: 2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

Total Households: 3,569 **Owner-Occupied:** 66 %

Households with two or more people: 51%
Households with no people under 18 years old: 74.7%

Median Home Value:
Livingston = $196,800 Montana = $209,100 Bozeman = $310,800

Median Rent: Livingston = $683 MT = $751 Bozeman = $956

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A Little Bit About Livingston:

Workers age 16 and older who work in Park County: 78.5%
Workers age 16 and older who drive alone to work: 64.4%
Workers age 16 and older who carpool to work: 18.8%
take bus to work: .9%

Median Household Income: $44,660 (Montana = $50,801)

Households with income below poverty level: 16.7%

2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

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A Little Bit About Livingston:

Source: 2013 – 2017 American Community Survey Estimates and ESRI Business Analyst

Businesses: 620
Employees: 4,073
Top Industries:

Service	39.8%
Retail	24.4%

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What We've Heard from You: Preliminary Survey Results

Survey Responses = 531

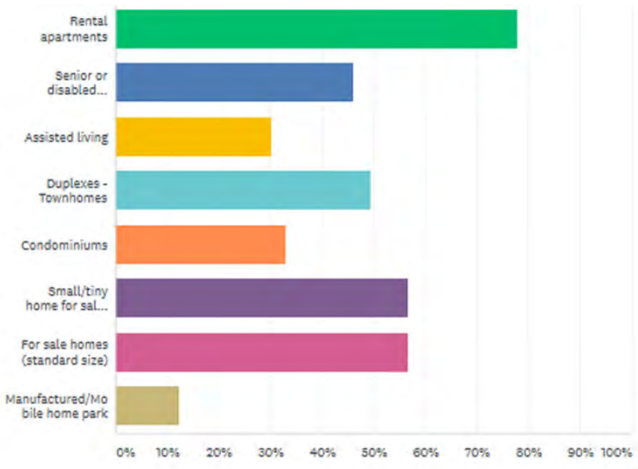
70.3% Live in Livingston
23.7% Live in Park County but outside city limits
6% Live elsewhere



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Housing

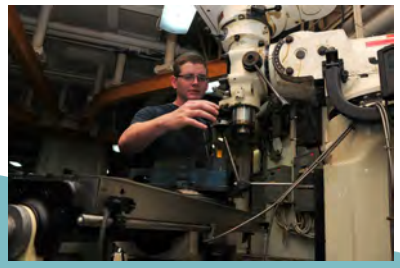
- There is a shortage of rental units
- It is difficult to recruit employees due to shortage of affordable units
- Rents are too high for average work
- Cost to purchase is to high for average worker



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Buy Local

SPEND IT HERE • KEEP IT HERE



Economy – Top five policies

- Attract skilled trade industries
- Work force development and training
- Attract professional service jobs
- Business Retention and attraction
- Buy local campaign

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Land Use

- Regulate big box stores
- Limit billboards
- Discourage sprawl
- Cluster homes to protect green space

Transportation

- Build separated grade crossing
- Design for people with disabilities
- Pedestrian friendly designs

18

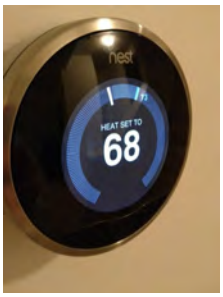
Environment – Natural Resources

Protect natural areas such as floodplains, wetlands, wildlife habitat.
Enact appropriate measures to protect water quality in the Yellowstone River.
Enact appropriate measures to protect ground water resources.
Reduce non-point water pollution through best practices for stormwater management.
Discourage development in hazardous areas with steep slopes, poor soils, floodplain
Support clean-up of contaminated brownfields and superfund properties.
Reduce waste and promote recycling in the city.
Promote practices that result in good, healthy air quality.
Promote landscaped areas and preserve the urban forest.
Coordinate with the county to reduce risk from potential wildfires.
Control for noxious weeds and encourage use of native, drought resistance plants.
Promote practices to reduce potential human-wildlife conflict

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Infrastructure

- Impact fees
- Energy efficiency
- Resilient infrastructure design
- Water Conservation







Growth Policy Timeline

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Project Finish: September 2020

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Next Steps

- Analysis of Data
- Draft Goals & Objectives
- Identify Needs
- Project Trends
- Draft Growth Policy

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Discussion

1. What are community successes?
2. What challenges are the community facing over the next 10-years?
3. What action items/strategies/policies would you suggest that address the challenges ?

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Other Questions?

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Contact

Faith Kinnick, Administrative Assistant
City Manager's Office
110 S. B Street, Livingston, MT 49047
Phone: (406) 823 – 6002
Email: fkinnick@livingstonmontana.org

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Livingston Growth Policy Update
Community Meeting Summary
January 28, 2020

Common Themes from Community Discussion Portion of Meeting:

Successes:
- Community character / sense of community
- Short-term rentals
- Tourism is a major facet of the local economy
- Yellowstone River is an asset

Challenges:
- Housing affordability
- Short-term rentals
- Internet service to rural areas
- Inactivity / poor mental health in winter
- Workforce shortage in the outdoor recreation industry
- Need for more recycling opportunities

Strategies:
- Community character / sense of community
- Community needs more education on the planning and zoning process and growth policies
- Transportation
    - Emphasize transit, specifically between Bozeman and Livingston
    - Demand for park-n-ride
    - Parking regulations related to street safety
    - Multi-modal / active transportation infrastructure
- Health and wellness
    - Promotion of outdoor activity in the winter
    - Promotion of green space and urban agriculture
    - Activity for youth
    - Community center / recreation center
- Economy
    - Encourage tourism
    - Diversify the local economy
- Consider tiny homes / accessory dwelling units
- Accommodations for the older adult and disabled populations
    - Housing
    - Services
    - Transportation – vehicular, walking, etc.
- Preserve community heritage
- Natural environment

    - Eco-friendly energy
    - Conservation of energy, water, air quality
    - City needs a Climate Action Plan
- Expand City and County partnerships
- Increase density of downtown



Image 1. Over 60 people attended the 1/28/20 Community Meeting.

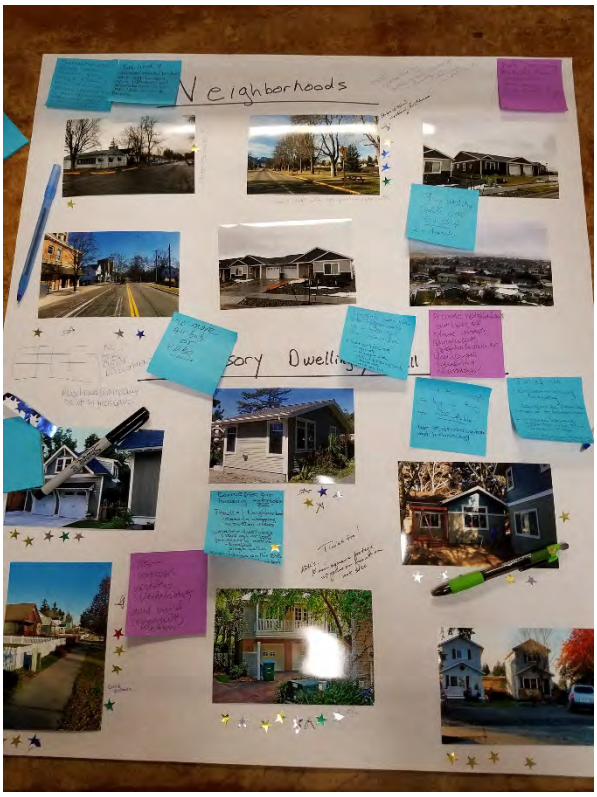


Image 2. Attendees provided their opinions on examples of different styles and types of development.

You're Invited!

CITY OF LIVINGSTON GROWTH POLICY

COMMUNITY MEETING

Come hear a status update on the Growth Policy process and continue the discussion about the future of Livingston.

We hope you are able to join us for a socially-distanced open house and brief presentation.

June 16, 2020 from 12:00 - 2:00pm & 5:00 - 7:00pm

Same meeting at two different times; pick the one that works for you!

Civic Center | 229 River Drive | Livingston, Montana 59047

Each meeting will be limited to 50 attendees as a public safety precaution. **RSVP to reserve your spot:**
www.livingstonmontana.org/calendar

The presentation will be recorded and made available online. Face masks are strongly recommended.

Questions:
Faith Kinnick
Administrative Assistant
City Manager's Office
City of Livingston
(406) 823-6002
fkinnick@livingstonmontana.org

City of Livingston



Incorporated 1889

Visit burtonplanning.com/LivingstonGrowthPolicy for more ways to be involved.

You're Invited!

CITY OF LIVINGSTON GROWTH POLICY

virtual COMMUNITY MEETING

Log on to hear a status update on the Growth Policy process and continue the discussion about the future of Livingston.

Featuring the presentation from the June 16th Community Meetings. Q&A to follow.

Pre-registration is not required.

July 1, 2020 from 6:00 - 7:00 pm

Join Zoom Meeting: CLICK HERE

Meeting ID: 842 7712 7595
Password: 659409

Call In:
(669) 900-6833 US (San Jose)

Questions:
Faith Kinnick
Administrative Assistant
City Manager's Office
City of Livingston
(406) 823-6002
fkinnick@livingstonmontana.org

City of Livingston



Incorporated 1889

Visit burtonplanning.com/LivingstonGrowthPolicy for more ways to be involved.

CITY OF LIVINGSTON GROWTH POLICY
Community Meeting Agenda

Meeting Date: June 16, 2020| Time: 5:00 - 7:00 PM

1. Sign-In	5:00
2. Welcome / Introductions » City of Livingston	5:15
3. Growth Policy Update -- Presentation » Consultant	5:20
4. Interactive Display Stations » Self-Guided	5:40
5. Meeting End	7:00

City of Livingston Growth Policy
Community Meeting

June 16, 2020 | Time: 12:00 pm & 5:00 pm

1

Today's Purpose

1. What is a Growth Policy? – review
2. Survey – results
3. Community Profile – key facts & findings
4. Next steps & timeline
5. Give your feedback on future growth areas – interactive display stations
6. Ensure that you can ask questions

2

Introductions

City of Livingston
Burton Planning Services
Applied Communications

3

Burton Planning Services

Amelia Mansfield
Planning Manager



Jim Lenner
Community and Economic
Development Director



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Applied Communications

Kate McMahon



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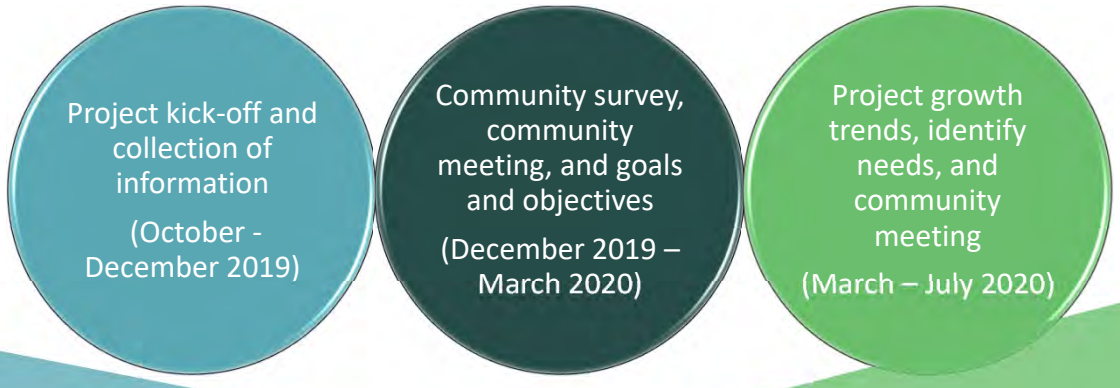
6

What Will Livingston's Growth Policy Address?

- Land Use
- Population
- Housing
- Public Facilities
- Policies, Regulations, and Other Measures
- Transportation
- Natural Resources
- Local Services
- Economy
- Intergovernmental Coordination

7

Progress to Date



8

Community Survey

December 12, 2019 – February 17, 2020

Survey Responses = 1,196

Respondent Age	
Under 18	.4%
18-24	3.0%
25-34	16.3%
35-44	21.8%
45-54	20.4%
55-64	21.30%
65+	15.75%

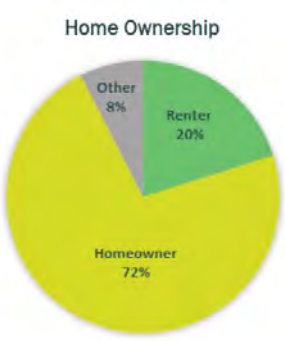
Place of Residence	
Within the city limits of Livingston	81.2%
In Park County outside of Livingston City Limits	24.7%
Elsewhere in Montana	3.3%
Out-of-state	3.9%



9

Community Survey

Household Yearly Gross Income Income Range	%
<$15,000	4.8%
$15,000 - $29,999	11.4%
$30,000 - $49,999	18.6%
$50,000 - $74,999	23.4%
$75,000 - $99,000	17.3%
$100,000 - $150,000	15.6%
Over $150,000	8.8%





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Community Survey

ECONOMIC DEVELOPMENT

Most Popular Policies

- Attract skilled trade industries.
- Attract professional level jobs.
- Workforce development and training.
- Retention and expansion programs for existing businesses
- Buy local campaign.
- Redevelop railroad properties for economic development.
- Attract tech sector jobs.

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Community Survey

LAND USE

Most Popular Policies

- Regulate big-box stores (design standard, location, etc.).
- Limit the number of billboards.
- Discourage urban sprawl.
- Cluster homes to protect green space.

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Community Survey

INFRASTRUCTURE

Most Popular Policies

- The city should promote energy efficiency.
- New development should pay impact fees to help pay for upgrades to infrastructure.
- The city should promote resilient designs for infrastructure.
- The city should promote water conservation to reduce growth pressures on water and wastewater facilities.
- The city should plan for better broadband services.

13

Community Survey

TRANSPORTATION

Most Popular Policies

- Build a new separated grade crossing on the west side of town.
- Design transportation improvements for people with disabilities.
- Design pedestrian-friendly transportation improvements.
- Invest in sidewalk and street improvements in older parts of town.

14

Community Survey

NATURAL RESOURCES

Most Popular Policies

- Enact appropriate measures to protect ground water resources.
- Enact appropriate measures to protect water quality in the Yellowstone River.
- Protect natural areas such as floodplains, wetlands, wildlife habitat.
- Support clean-up of contaminated brownfields and superfund properties.
- Reduce non-point water pollution through best practices for stormwater management.
- Promote practices that result in good, healthy air quality.
- Discourage development in hazardous areas with steep slopes, poor soils, floodplain and other high-risk areas.
- Reduce waste and promote recycling in the city.
- Promote landscaped areas and preserve the urban forest.

15

Community Survey

HOUSING

Most Popular Programs

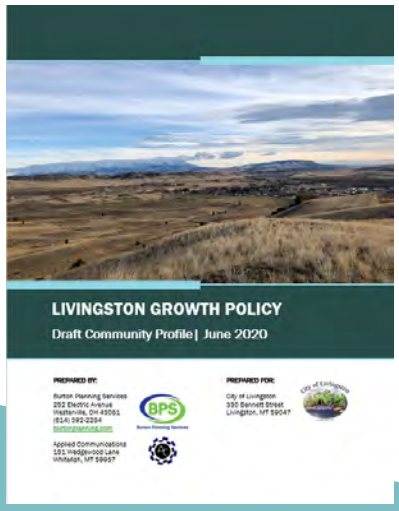
- Weatherization - energy conservation.
- Allow residential units above first floor commercial spaces.
- Down payment assistance for first time home buyers.

Agree / Strongly Agree

- There is a shortage of rental units.
- It is difficult to recruit employees due to shortage of affordable housing units
- The cost to purchase a home is too high for the average worker.
- Rents are too high for the average worker.
- There are run-down homes in town that need repair.
- The city needs better regulations for short term rentals.

16

Community Profile



Topics:

- Population
- Land Use
- Natural Resources
- Housing
- Economy
- Local Services
- Transportation
- Public Facilities

Purpose:

- Describe the existing conditions of Livingston
- Help to identify the community's needs as growth occurs in the future

17

Community Profile

Population:

- Growth Trends
- Aging Trends
- Disability
- Educational Attainment
- In-Out Migration
- Family Household Characteristics

Population is growing.
Could exceed 9,400 people by 2040.

Median age of people living here: 38.8 years old

12.3% of the population has a disability.

96% of the population graduated high school.

Average of 2.03 people per household

Over 1 in 4 households has a child under 18 years old.

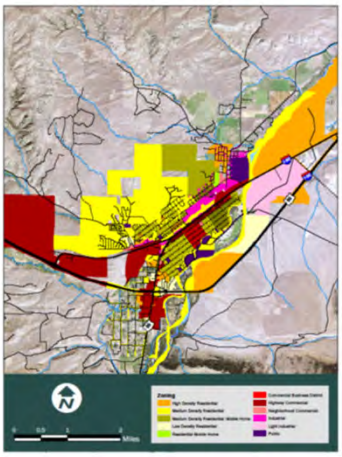
18

Community Profile

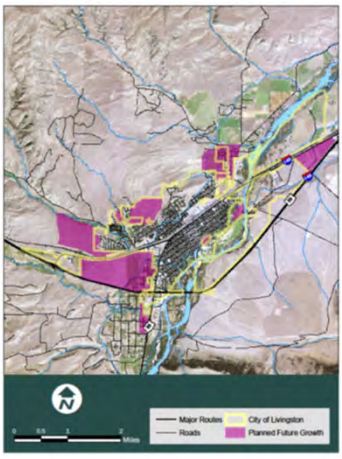
Land Use:

- Geography
- Land Use Patterns
- Gateways
- Downtown
- Open Space
- Health Hazards

Zoning Map



Future Growth Map (2017 Growth Policy)



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Community Profile

Natural Resources:

- Air Quality
- Water
- Wildlife / Conservation Lands
- Climate
- Soils
- Vegetation

Smoke is an air quality concern (wildfires and open burning)

Abundant wildlife: game animals, non-game animals, trout and other fish

Invasive aquatic and plant species are a concern.

Expected temperature increases

Water Resources Map



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Community Profile

Housing:

- Occupancy & Use
- Affordability
- Housing Assistance

Housing Unit by Type

Type	Livingston		Park County	
	Number	Percent	Number	Percent
1 Unit (Attached or Detached)	2,838	74.7%	7,547	78.9%
2-9 units	510	13.5%	801	8.4%
10-19 units	105	2.8%	115	1.2%
20+ Units	183	4.8%	183	1.9%
Mobile Homes	161	4.2%	907	9.5%
Boat, RV, Van	0	0%	15	0.2%

Housing Occupancy

Housing units, 2018	City of Livingston		Park County		United States	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	3,797	100%	9,568	100%	136,384,292	100%
Owner Occupied	2,350	61.89%	5,314	55.5 %	76,444,810	56.1 %
Renter Occupied	1,271	33.4%	2,377	24.8 %	43,285,318	31.7 %
Vacant for Seasonal or Recreational Use	176	4.6%	1,877	19.6 %	16,654,164	12.2 %

21

Community Profile

Economy:

- Current Trends & Data
- Educational Attainment
- Employment by Sector
- Business Profile
- Tourism
- Catalytic Projects

Economic Indicators

Economic Indicator	Livingston	Montana	Difference
Median Household Income (MHI)	$44,660	$55,328	-$10,668 (-19.3%)
Poverty	14.1%	13%	+ 1.1%

Largest employment sector: service industry

Overrepresented industries that rely on tourists: Food & beverage, gas stations, home furnishing stores, and auto parts & accessories

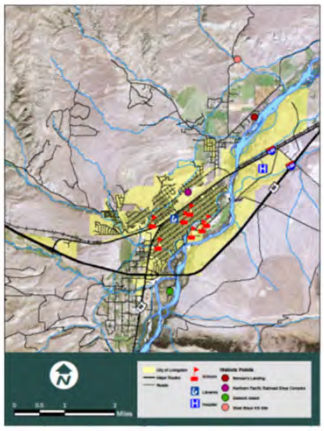
22

Community Profile

Local Services:

- Law Enforcement
- Health Providers
- Fire Protection & Medical Services
- Emergency Management & Hazard Mitigation
- School Facilities & Enrollment
- Library
- Historical & Cultural Sites

Local Services Map



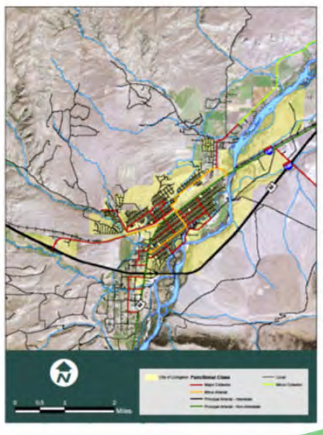
23

Community Profile

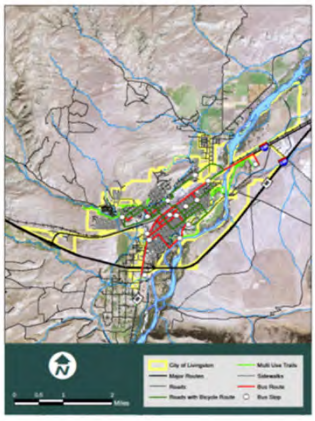
Transportation:

- Road Network
- Traffic Counts
- Vehicle Trips/Miles Traveled
- Roadway Safety
- Commuting Patterns
- Transportation Choices
- Transit Information & Policies
- Active Transportation
- Rail
- Aviation
- Transportation & Land Use Relationship

Road Network Map



Transportation Choices Map



24

Community Profile

Public Facilities:

- Public Wastewater Facilities
- Water Supply
- Storm Water Management
- Parks – Recreation
- Energy Sources & Renewable Energy
- Solid Waste & Recycling
- Broadband Services

Updates to storm water network are needed.

Approximately 100 acres of parkland within the City

Ample electric and natural gas capacity for future growth. Renewable energy options.



25

Community Profile

Check the website later this week for the Community Profile!

http://burtonplanning.com/LivingstonGrowthPolicy/

26

Next Steps



27

Interactive Display Stations

What is your vision for Livingston's future growth?

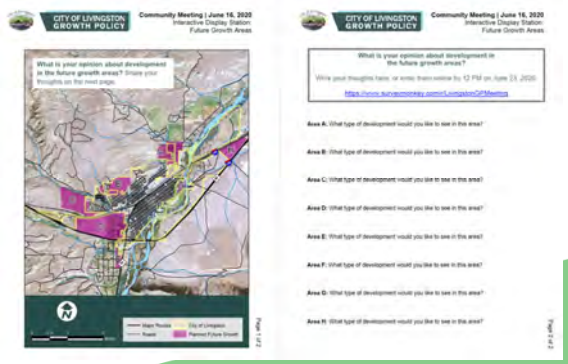
- Work at your own pace
- Practice social-distancing
- Share your opinions
  - Leave hand-written comments on the table today – or –
  - Type your comments **by 12 PM on June 23** at https://www.surveymonkey.com/r/LivingstonGPMeeting

28

Interactive Display Stations

What is your vision for Livingston's future growth?

- **Display Station #1**
  Visual Preference Survey results
- **Display Station #2**
  Future Growth Areas
- **Display Station #3**
  Extra-Territorial Jurisdiction



https://www.surveymonkey.com/r/LivingstonGPMeeting

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Other Questions?

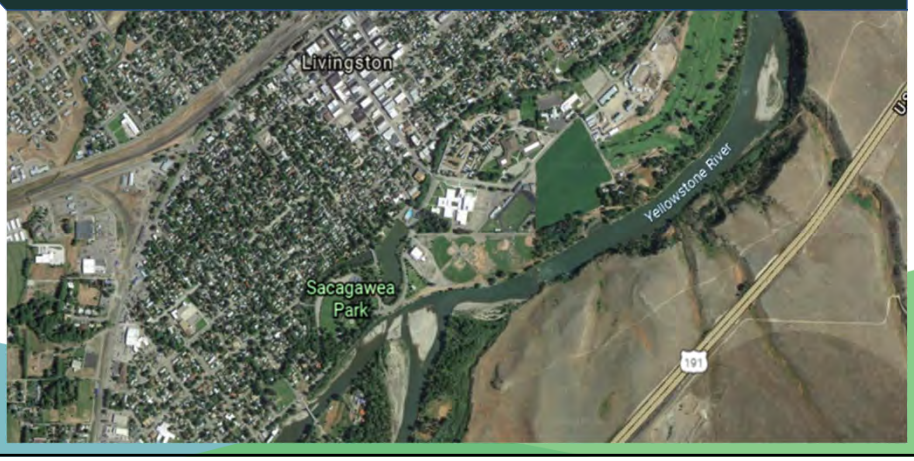
30

Contact

Faith Kinnick, Administrative Assistant
City Manager's Office
110 S. B Street, Livingston, MT 49047
Phone: (406) 823 – 6002
Email: fkinnick@livingstonmontana.org

31

City of Livingston Growth Policy
Visual Preference Survey Results



1

Neighborhoods



- No cookie cutter development
- Love the concepts as long as they are affordable.
- Use green systems and technology
- Of course neighborhoods, but how are these images communicating neighborhoods or their unique quality and character?
- Boring subdivision – carbon copies look cheap, no character

2

Neighborhoods



- The character of neighborhoods develop over time. Not all areas have mature trees forever. Responsible people, maintain their property and contribute to neighborhood or community character.
- Connect parks with safe trail connectivity between neighborhoods, downtown and all around town.
- Pedestrian/bike routes
- Parks withing walking distance
- 5-Stars

3

Neighborhoods

- Livingston's south side older neighborhoods are a better goal
- Protective of – Quiet, night sky, children play areas, elderly
- Tree lined & diverse architecture. One-off houses with standards like no chain link fences.
- No more AirBnB or VRBO

4

Neighborhoods

- Diverse neighborhoods – renters, owners, young people, elders & those in between provide opportunities to learn from each other, understand different points of view and grow strong as a community!!

5

Neighborhoods

- I have concern that risk of too many AirBnBs = less investment in well-being of local community
- Downtown rehabs with questionable infrastructure components for $250-300,000 is not necessarily a good community investment; It's a bit of individual greed.

6

Accessory Dwellings/Small Homes

- Yes – improves density, affordability and builds community relations
- Place houses strategically on lot with green spaces
- 10 Stars



7

Accessory Dwellings/Small Homes

- Tinies, too! ADUs zero minimum s.f. = focus on function not size
- 8 stars



8

Accessory Dwellings/Small Homes

- Concepts for affordable housing:
  - Pocket neighborhood – close to shopping & recreation areas
  - Smaller dwellings (1200 s.f. or less) for elderly-active, disabled, single folks
  - 6 stars



9

Accessory Dwellings/Small Homes

- Restrictions on AirBnB which turns neighborhoods bad

  5 stars



10

Mixed Use



- Multi-story. Build up rather than out.
- Mixed use is vital for our downtown to be lively, healthy and have density.
- Use green technology and systems.
- I believe strongly in mixed use residential mixed with business. Trees!
- 7 stars

11

Multi-Family



- Yes for multifamily if some units are reserved for low income housing
- 6-stars

12

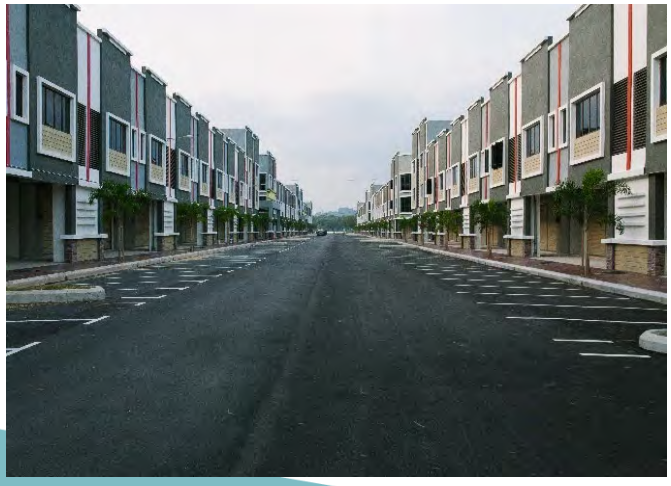
Multi-Family



- Need greenspace – need diversity
- 7-stars

13

Multi-Family



- Multifamily is great – but these are not good examples of quality that build place.
- Multi-family can incorporate green space and be designed in a way that allows each dwelling to have individual distinctions. These photos don't show that.

14

Renewable Energy



- Let the sunshine in!
- Yes!! Must use local carbon from natural resources (sun) for local benefit. Local cost savings.
- 19 stars

15

Renewable Energy



- Are there wind farms that can be lowered & raised, also not blocking scenery?
- No, if local socio-economic benefit is not realized
- No bird killers
- Coal kills more wildlife
- 4-stars

16

Public Art



- Incorporate art into trails areas.
- More local-supported art in parks & public spaces
- 5 stars



- Awfully Fishy!
- 9 stars

17

Historic Features



- Nice recycling
- 9 stars

18

Historic Features



7 stars



8 stars

19

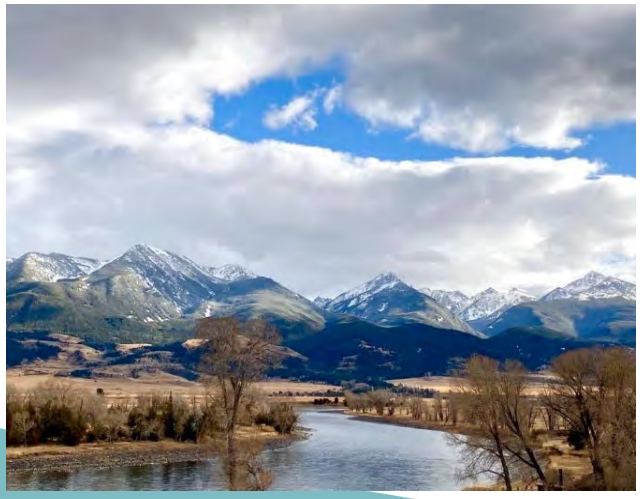
Historic Features



- It's history. Can't it be fixed up?
- 8 stars

20

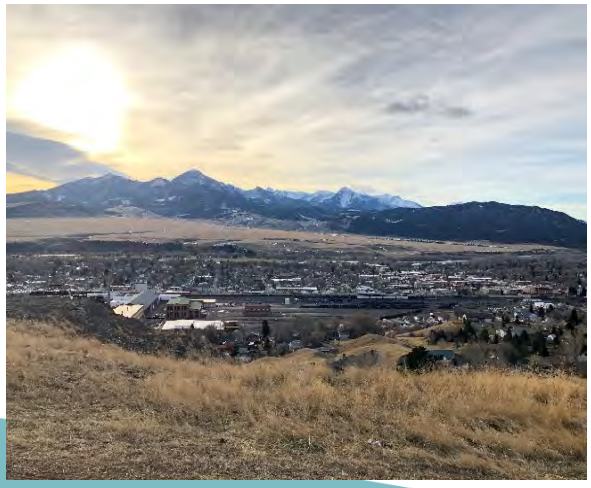
Scenic Vistas



- Without the scenic vistas, Livingston loses its charm – hence its future
- 11 stars

21

Scenic Vistas



- Maintain hard edge of city – No sprawl
- Keep the night skies dark
- Parks and trails for all neighborhoods
- 7 stars

22

Open space



- Leave open – no buildings
- Open space – trails. Connect these areas to town with trails
- Barren areas needs trees, shrubs, bushes – something to enhance – can be native and low maintenance. (No! leave as is. It's not decimated, it's natural!)
- 9 stars

23

Natural Areas



- Let nature be nature & explain to tourists why – via signs
- Conservation, climate adaptability, permaculture, local foods ….
- Use permaculture techniques. Let's plant native plants and use water techniques that help town and land.
- 13 stars

24

Downtown



- No high rises – 3 to 4 stories at most
- Varied types of fronts; varied styles of architecture
- Streetscapes that are comfortable to walk (scale, safety, planting, entrances…) make the best downtowns
- 5 stars

25

Downtown



- Good historical Perspective
- Not a fan of the railing
- Need flags or banners on flagpoles

26

Downtown - Examples



- I love the green areas.
- Mixed use neighborhoods! Increase pedestrian lifestyles.
- 13 stars



- Business area, enhancements, pedestrian friendly
- Bike racks
- 7 stars

27

Downtown

- Would like to see a parking structure in downtown area
- Need more parking. Parking garage?

28

Commercial – Highway Development



No strips



These concrete landscapes demoralize people

29

Commercial – Highway Development



- If we have more of this in the future, it needs to be at Livingston's eastern or western exists; not Exit 333
- No to big box retail

30

Commercial – Highway Development

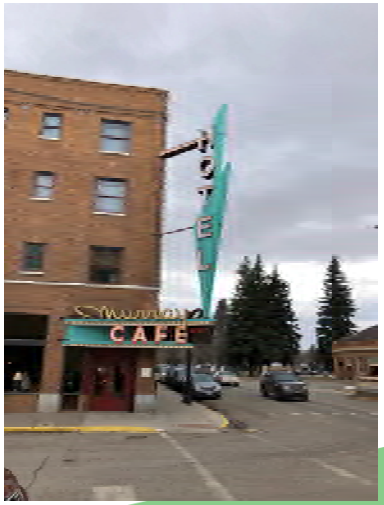


- Light & Noise pollution at truck stops
- Preserve our rural starscape.
- Dark Skies! Plan for night lighting

31

Signs with Favorable Ratings





The Murray, Stockman & Dan Baily are the best signs on the board. They are specific and have character.

32

Signs with Unfavorable Ratings



- Reduce billboards



- Bad signage destroys city quality
- Regulate around design of signs

33

Parking Lots



- Unfavorable ratings
- Worst
- Large parking needs can be broken up into smaller joined units and greenery
- No wide open parking; gets real confusing

34

Parking Lots

- Nice greenery
- Landscaping – green spaces
- Pedestrian only areas – bike pathways
- Native varieties
- Parking – greenery, trees, benches
- Low maintenance





35

Landscaping



- Shade trees – maintain ones in city area
- Agri-hoods, edible landscapes, Community gardens!
- Less water consuming lawns

36

Landscaping

- Landscaping – Native Plants - Low water use
- Small planted areas in built-up areas – greenspace
- Low water usage – The aquifer is not limitless
- Let's use permaculture techniques





37

Transportation



- Nice design, landscaping
- Walking path
- Would like to see an art installation on the underpass walls. Beautify. (Agreed!)

38

Transportation



- 3 Rated Favorable & 3 Rated Unfavorable
- Solution for Sacpark Triangle – Remove stoplights
- Don't like roundabouts
- Hwy 10 PFL
- Possible underpass to north side with roundabout

39

Transportation



- Safe bike routes
- Yes to bike share but education on safety in the streets is necessary for bikers & drivers
- 6 stars

40

Public Transportation



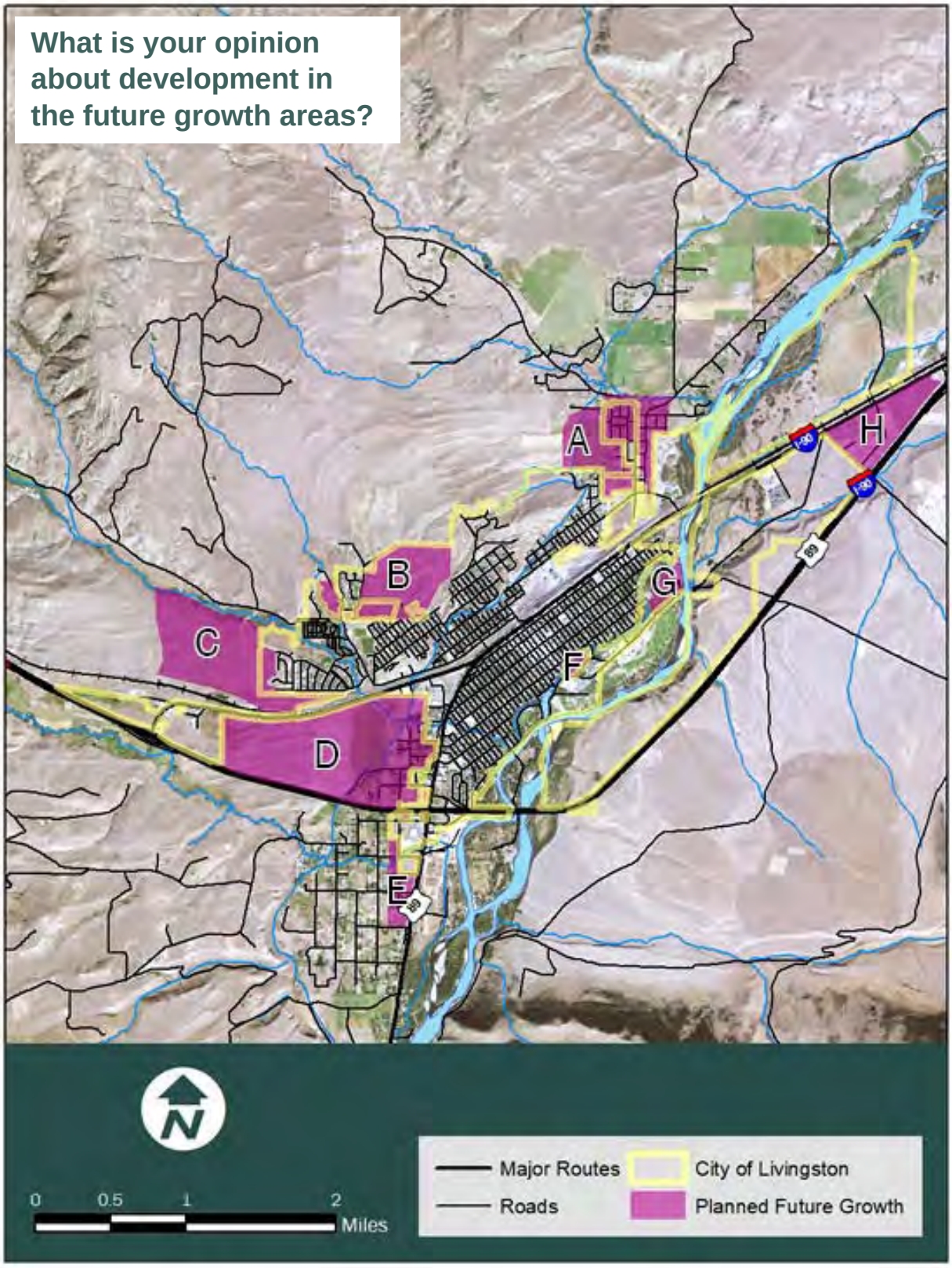
- More outside town then implement public transport! Can't build for cars forever.
- Train system enlarged – depot locations

41

Livingston Growth Policy Update

Summary of Responses about Future Growth & ETJ

Online survey from June 16 and July 1 Community Meetings



Area A

This question received 72 total comments. Most participants generally support development in this area. A few (about nine) comments indicated “no support” for development in area A, with some participants with no opinion on this subject.

A few respondents specifically indicated the area to be developed as a mixed-use neighborhood with residential, neighborhood commercial needs, institutional, light industrial, and with parks and open space. If development is considered in the area, it will be important to have public transport, enough infrastructure to support development, grocery stores, emergency services, gas stations, etc.

Several participants highlighted the need to address the railway intersection at Bennet St, that is not safe for pedestrians or bikers to cross currently, if development is considered in area A. Also, linking access to northside trails is mentioned.

- **Residential**
    - Majority (about 22) of the comments support residential development in the area. Participants support a mixed housing variety (single, multifamily, duplex, condo/vertical, apartment, accessory, etc.) that is also affordable. Several comments indicated it as a good place for tiny homes.
    - Dense development could be considered in this area to match the neighboring areas. Avoid cul de sacs.
    - One participant highlighted development will be better in flat areas, not hilly regions.
    - Participants highlighted the importance of making it a mixed-use area with separated walking/biking connectivity to downtown and commercial areas.
    - Participants also mentioned improving the area streetscape with trees and other infrastructure.
- Commercial
    - Commercial use complementary to residential area can be considered along the highway for instance.
- Institutional
    - Having schools, grocery stores, gas stations in the area was mentioned.
- Industrial
    - If considered, light use only
- Parks and Open Space
    - About eight to ten comments support having parks and open space in the area.
    - Leaving this as an open space could also address the need for septic and sewer issues.
    - If considering a park, good to have it centrally located surrounded by mixed-use development or use hillside areas.

Area B

This question received 70 comments. There is a general support for development in this area. About 13 comments indicate “no support” especially due to the lack of infrastructure, risking existing wildlife or sensitive topology, risking sprawl and distance from center, and issues with railroad crossing.

Several participants (about 10 comments) wish to see mixed-use development with residential, institutional, commercial, light industrial, and park/open spaces. Other aspects to consider included infill

development, using existing infrastructure, planning for pedestrian connectivity, emergency and transit services, gas stations, grocery store, etc. Extension of underground infrastructure could be a challenge given the bedrock features.

Like area A, addressing issues with the railroad crossing and related congestion is highlighted if development is considered in area B.

- **Residential**
    - Majority comments (17) indicate the area could be developed as a mixed residential space with a variety of housing types.
    - Topology should be considered in deciding housing type and style.
    - Participants suggest avoiding sprawl and wish for housing affordable by all income groups.
- Commercial
    - Considered complementary to residential.
- Institutional
    - Considered complementary to residential such as grocery stores, gas stations, etc.
- Industrial
    - One comment indicated that the area be used as industrial along with parks/open space.
- Parks and Open Space
    - About seven supportive comments received for maintaining area B as an open/park space.
    - Comments reflected that the area is hilly with strong winds.
    - There isn't much access to infrastructure, food, and transportation modes either.
    - Developing this area with recreational facilities is also suggested.

Area C

This question received 71 comments. Several (13) comments indicate **development in the area may not be feasible** (especially northern and western region) due to lack of infrastructure, presence of wetlands and other naturally sensitive areas, possibility of sprawl (not desirable) that may cause extra traffic, and it may not safe for walking/biking/children. Couple of participants indicated that development here might lead Livingston to become a bedroom community for Bozeman.

General support was indicated for development in area C, some indicating specific conditions that first need to be satisfied. A few participants support the idea of a mixed-use development including residential, neighborhood specific commercial, light industrial, institutional and park space with trails and bike parks.

Similar to Area A and B, the railroad crossing issue remains necessary to be addressed before considering development here.

- **Residential**
    - Residential development received general support. Some indicated having mixed housing type while some said single family and tiny homes would be good.
    - Avoid sprawl in all cases. Density could help with sprawl and affordability.

    - Residential development should be accompanied with green space, connectivity to downtown via biking and walking.
- Commercial
    - A couple of comments supported commercial development here, while another indicated placing strip commercial development in some other location.
- Institutional
    - Considered complementary to residential such as grocery stores, gas stations, etc.
- Industrial
    - Couple of comments support industrial use along with park/open space.
- Parks and Open Space
    - Some responses are in favor of maintaining the area as an open/park space with trails (also connecting to Bozeman) especially due to its proximity to creeks and supporting wildlife.

Area D

This question received a total of 72 comments. Development in this area was generally well received. It is indicated that this may be a private property and not available for development. Participants indicated that topology also supports development with flat land availability. In addition, proximity to the center, general accessibility and infrastructure makes it further feasible. Participants suggested focusing development closer to the city center and along the highway.

About 10 comments indicated either no support or highlight factors such as wetlands and traffic, that discourage development in this area. Development should proceed with caution.

Apart from the below mentioned specific use types, mixed use development is favored. Several combinations are suggested from residential+commercial, residential+parks, industrial+parks, to all development types mixed. Additional need for traffic planning, infrastructure planning, accessibility through walking and biking, height and density regulations, and preserving wetlands are highlighted. In all cases, sprawl is undesirable.

Area D does not face the railroad crossing challenges like the other areas do.

- Residential
    - There is a general support for housing in the area, especially multifamily and affordable housing. Some indicated a mixed housing development could be considered.
    - Attention to be given to noise and pollution due to proximity to the interstate.
- **Commercial**
    - Commercial use in the area is suggested along with residential use. A couple of comments recommended commercial only. Along the highway 10 could be a feasible location. Suggestions to avoid strip malls were made.
    - This area as an extension of businesses on Park St., and businesses like Shopko and woods rose, are also recommended. Collaboration with BNSF for an underpass system is mentioned.
- Institutional
- Industrial

    - This area received comments in favor of industrial development given its location between interstate and railroad.
- Parks and Open Space
    - Few respondents (about 4) support maintaining the area as a park or open space.

Area E

This question received a total of 68 comments. Of these 12 comments specifically indicated development here is not a good idea/is not supported by them. General acceptance for development, especially infill development was received. Residential and commercial development is most preferred.

Comments indicated support for higher density mixed-use development including walkable and bikeable spaces. Managing traffic and congestion was highlighted as important for successful development several times.

A few participants shared they were unable to locate this area and/or have no opinion regarding development here.

- **Residential**
    - Residential development received reasonable support with suggestions to focus on increasing density. Apartments, single and multi-family homes are recommended.
    - Some suggested a mix of all housing types to allow affordability.
    - Additionally, having bike/walk connections, paved roads and well-maintained streets, and traffic management is important.
- **Commercial**
    - Commercial development in this area received high support (over 15 comments) compared to any other area.
    - Several comments voted for infill development, said avoid sprawl and strip mall effect.
    - This area could also have a gateway feature or developed as a TIF district to be attractive and welcoming to tourists.
- Institutional
    - Little support but okay as mixed use along with commercial.
- Industrial
    - Industrial received two supportive comments. Generally, not preferred for this area.
- Parks and Open Space
    - Less support (only two comments) compared to other areas

Area F

This question received 65 comments. A significant 14 comments indicated no support for further growth, more than what may already be present, in this area due to proximity to the river and lack of sufficient infrastructure.

Comparatively, this area received fewer comments supporting mixed-use development. Comments indicated development (some housing) already exists in the area and were unsure what more could be done. Some stated proximity to the floodplain is important for this area while planning and developing it further.

- **Residential**

    - Residential development in this area is highly favored.
    - Both multi-family and single-family housing recommendations are seen. Some also suggest accessory and tiny homes.
    - Overall, high density residential is preferred due to the area's proximity to schools, parks, trails, etc.
    - Care to be taken to ensure affordability and its proximity to floodplain. Also plan to plant trees and improve safety with residential development.
- Commercial
    - Just one supportive comment for commercial infill in this area.
- Institutional
- Industrial
- **Parks and Open Space**
    - A significant 13 comments stated the desire to see a park or open space in this area with walk/bike connectivity to downtown.

Area G

Total 68 comments for this question. Majority participants (42) do not support growth in this area. They have either indicated no growth/development of any sort or preserve the area as a park space. Further, they said that the presence of brownfields, floodplain, and river in the area makes is unsuitable for growth.

Infill development on existing parking lots is suggested. Few comments recommended mixed use development (institutional+parks, residential+parks+commercial, residential+parks+institutional).

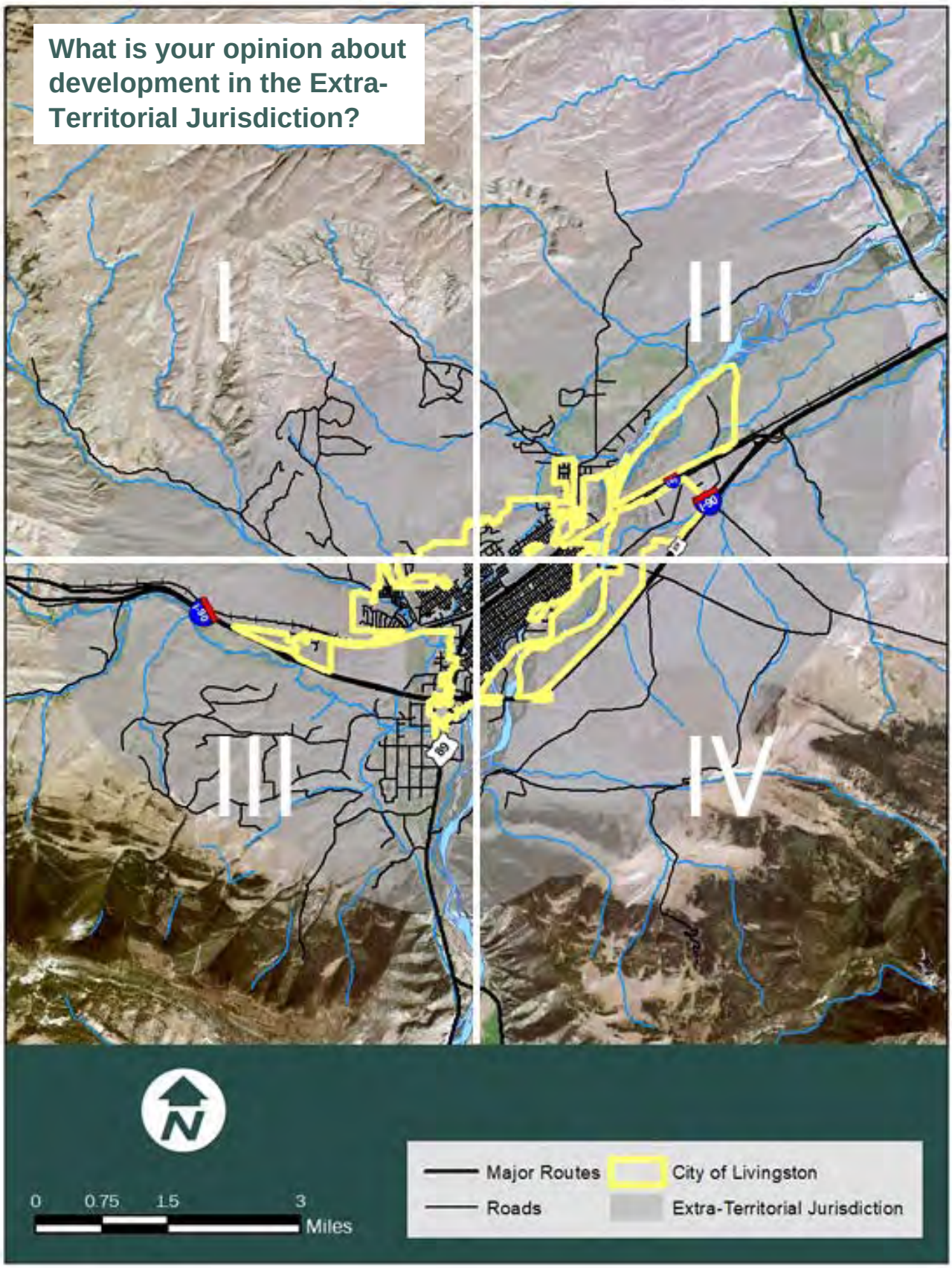
- Residential
    - Compared to other areas, area G received lesser support for residential development. However, after parks, this received some support.
    - Comments indicated residential units of a mixed and affordable variety can be accommodated here.
- Commercial
- Institutional
- Industrial
- **Parks and Open Space**
    - Most preferred choice for this area
    - In addition, participants indicated having walk and bike connectivity to downtown as well as a bridge over the river (at Mayor's landing).
    - Also indicated is that this area is polluted and is an EPA designated brownfield. Hence, development here is not desirable. Environmental sensitivity of the area further adds to this concern.
    - It is already popular as a dog park and for boating. Can be maintained that way and enhanced as a greenspace with more trees, etc. Participants said that this area could be the greenspace, the existing dense city needs.
    - Some participants referred to the working along with the Girls Scouts group towards maintaining this area.

Area H

Area H received 67 comments of which about 15 do not support any growth in the area. There is a general support for development in the area. Some concerns relate to its proximity to the interstate, floodplains, water and sewage planning, and maintaining the visual appeal of the area.

A few participants suggested a mixed-use development along with some residential (apartment, affordable units, senior housing) along with parks, hotels, hospital, light commercial. Additionally, development must consider walk/bike paths and trails within and around the area.

- Residential
    - Residential development received little support. Smaller neighborhood pockets and proximity to the interstate could be good for some housing here but could become a commuter town.
    - Mixed variety and affordable housing are recommended by some along with trails and connectivity to downtown.
- Commercial
    - Travel shops and truck stops (like Love's) received support since area is close to the interstate and supports the hospital, but also some disapproval as it could be sprawl inducing and make the place "ugly".
    - Connectivity (walk/bike) is important for commercial development in the area.
- Institutional
- **Industrial**
    - Compared to any other area, area H received most support for industrial development, mostly light industrial.
    - Participants also raised concerns to ensure development does not lead to sprawl.
    - Along with industrial, a mixed-use option with parks, commercial, institutional, are also recommended by some.
    - Some mentioned development that supports the existing hospital would be good.
- Parks and Open Space
    - A few (about 6) comments support park development in the area and along the river. One recommendation was to look into having fairgrounds, rodeo grounds, or RV park here.


What is your opinion about development in the Extra-Territorial Jurisdiction?
I
II
III
IV
I-90
89
N
0
0.75
1.5
3
Miles
Major Routes
Roads
City of Livingston
Extra-Territorial Jurisdiction

Quad 1

- Do you have concerns about development here?
    - Overall, opinions with concerns exceeded those participants without any concern about development in Quadrant I.
    - **Major concerns reflected environmental topics, lack of infrastructure and accessibility, as well as possibility of development induced sprawl.** Participants said that if development is considered here, it should be done in an environmental sensitive manner and keeping in mind resource capacity.
    - Environmental concerns include wildlife, loss of habitat, erosion, water quality, pollution, and general ecological concerns. Participants said that maintaining this region as open/park space with trails and recreational facilities could be a good idea.
    - Development could lead to sprawl is a major concern among many respondents, especially in the direction of Bozeman.
    - A general lack of infrastructure and accessibility in the area is a concern such as railroad crossing issues, traffic congestion and emergency flow obstructions, lack of walk/bike facilities, and road infrastructure. Other infrastructure for living will also be needed.
    - Some respondents raised the above concerns but recommended options that could be considered such as, focus on infill development and low-lying areas, low-density mixed-use residential/institutional/commercial development, river setbacks, build walk/bike facilities, light commercial activities, and supporting sustainable and local food, livestock and artisan community in the area.
- What do you see as opportunities for development here?
    - About 14 comments indicated there are no opportunities for development in this region and should not be developed.
    - **Among other comments, opportunities identified included primarily residential, open/park space, and mixed-use development**
    - With respect to residential, comments highlight needs for infill and affordable housing keeping in mind the need for infrastructure expansion and traffic plan to support. Individual comments indicate opportunity for single, multi, and townhouses.
    - Several people prefer to see the region conserved as an open space with wildlife habitat and rural environment or developed as a park with trails. One comment expressed interest in having a golf course.
    - Mixed-use development is reflected as a possible opportunity with residential, open/park space, trail systems, grocery store, school, etc., as a part of a comprehensive neighborhood.
    - Other comments identified that region is close to the interstate, hence has high potential. Some development is already taking place.

Quad 2

- Do you have concerns about development here?
    - About 17 comments simply stated that they have concerns with development in the region

    - **Other comments indicate that people have concerns with due to primarily the risk of harming the natural environment or inducing sprawl.** Of these some wouldn't mind seeing development provided it is done carefully to avoid negative impacts.
    - Majority concerns are towards environmental damage. Participants said that river may be impacted and polluted along with its wildlife habitat, hence setbacks are important. Wildlife migration paths may also be impacted. Some recommended maintaining it as an open space with trails, while not effecting the viewshed either. Development focused on low-lying areas is suggested by some.
    - The next biggest concern is sprawl and lack of access and infrastructure in the region. Development should avoid sprawl and promote walkability/bike-ability; sprawl may further lay stress on infrastructure needs that may already be lacking in the region. Preference is to infill and develop closer to existing infrastructure first.
    - A few different comments were received that include suggestions to develop the area as commercial that is not big chains (or an eyesore), single or multifamily residential, and light industrial. Some mentioned improving access to the hospital and avoid light pollution close to the hospital.
- What do you see as opportunities for development here?
    - General support for development in this region was received. Limiting growth to flatlands would not obstruct viewsheds, but railroad crossing issues may interrupt growth in the region.
    - A number of comments indicate a **mixed and affordable residential** development would be suitable along with some open space and increased accessibility in the region. Care to be taken regarding availability of infrastructure and not disturbing the natural environment drastically.
    - A few comments support open space here preserving the rural and wildlife environment
    - **Mixed-use development** is identified as an opportunity here with mixed-residential, park space and trails, schools, shops, restaurants, offices, and good connectivity within the region and to downtown.
    - Few comments state commercial development as an opportunity, while some disagree.
    - About 10 comments generally disagree that there is an opportunity in this region

Quad 3

- Do you have concerns about development here?
    - Several comments indicated concerns with development in this region especially in the hilly areas. Along the interstate could be a better area to focus on according to some participants.
    - **Of all the concerns, environmental, sprawl and access related, as well as traffic related concerns were the most.**
    - Of all, environmental concerns were stated by several participants. In addition to preservation of open space and wildlife, concerns are raised regarding flooding and septic issues in the region. Development could include trails for public access.
    - The next greatest concern was related to lack of infrastructure and accessibility in the region. Participants said that sprawl is not desirable and if development occurs, it should be walkable/bikeable.

    - Another concern raised is traffic and congestion control that would come along with development. Existing roads may not be sufficient for additional traffic. New roads may not be financially feasible.
    - A general concern regarding development in this region is sprawl and it becoming a bedroom community to Bozeman.
    - Seven comments indicate no concern in general.
- What do you see as opportunities for development here?
    - Generally, people stated this quadrant has both urban and rural opportunities also due to proximity to the interstate.
    - Majority of the opportunities listed by participants are of **mixed-use development type.** With residential + Commercial + Open/Park being most recommended, other mixed-use suggestions and some specific suggestions include – restaurant, hospitality, light industrial, golf course, sports field. Some aspects to take into consideration while planning of development in this region are – traffic and congestion planning, wildlife and migratory habits of animals, protect riparian and sensitive areas, connectivity within and to downtown, broadband and other community services, height restrictions, and avoid sprawl.
    - Some participants focused on a single development type in their comments. This included having mixed and affordable housing, retaining it as an open space or developing public trails and recreation outdoor spaces, and relevant commercial uses.
    - About 10 comments state that no opportunity exists in this region.

Quad 4

- Do you have concerns about development here?
    - Several (about 17) comments generally stated the have concerns with development in Quadrant IV.
    - **Environmental concerns were the highest recorded** with participants saying development could lead to destruction of natural resources, watersheds, and wildlife; disrupt the views; impact public health and safety; and related environmental damage. If developed, should have enough setbacks and create public access recreational land with trails.
    - The other major concern is the lack of infrastructure and utilities in the region as well as risk of causing traffic congestions due to lack of accessibility. Accessibility will also be required for emergency access. Sprawl, again, is very undesirable.
    - Some participants have noted that the area has strong winds and may be unsuitable for residential development.
- What do you see as opportunities for development here?
    - Quite a few participants (21 comments) indicated there is no opportunity for development here, or development should not occur. A few were unsure.
    - Among others who identified some opportunities, **having parks and open space in the area stood out.** Suggestions stated to either leave the land as it is or to develop it for outdoor recreation with public access trails. Possibility to look into sustainable agri/tourism economy.
    - Some suggested housing closer to the interstate and town center.

- Other development should be infill development, maybe light industrial and commercial, sustainable-tourism industry, or a wind/solar farm.

Open Comments

Generally, People of Livingston are concerned about preserving their natural environment. They do not wish to see sprawl, and cul-de-sacs, in their city due to uncontrolled growth, neither do they want to see Livingston become a commuter town to Bozeman. Comments reflect sentiments towards preserving the rural and natural environment of Livingston, its wildlife, and water bodies and parks. Views of the hills are also important.

Majority of the comments suggest well-planned controlled and slow growth, only what is required. Mixed-use development is most preferable, followed by residential and park space development. While planning any development, infill and redevelopment should be prioritized as well as creating walkable and bikeable connectivity in the City. For residential, affordable and density housing is mentioned several times.

Infrastructure and traffic planning are crucial for development to avoid heavy cost burdens and congestion, pollution, health impact, etc. Critical for development is also planning safety around the railroad crossing.

Comments on the planning process and related

A few comments were made on the survey and the planning process. A couple of participants appreciated the effort and said planning is an important exercise. Care must be taken to not go with "one-size-fits-all" approach. A couple of participants said the survey structure could have been better, and quite a few found the boundaries on the maps not easy to read

Overall summary of possible use by Area and Quadrant

Area A – Residential

Area B – Residential

Area C – No development, Residential

Area D – Mixed-use, Commercial

Area E – No development, Commercial

Area F – Residential, Park/Open

Area G – Park / Open

Area H – Industrial

Quad I – Open/Park, Residential, Mixed-use

Quad II – Open/Park, Residential, Mixed-use

Quad III – Mixed-use

Quad IV – Open / Park

Livingston Growth Policy Update
Community Meeting Summary

June 16, 2020 | 12:00 pm & 5:00 pm

- Comments on population projections. The underlying assumption for potential population of 9,400 people by 2040 is based on a 1% annual growth rate (average). This is a mid-range projection. The data profile includes a range with 8,400 as a low range (based on the MT. Dept. of Commerce projections). It is important to explain the methodology behind the projections.

- Several people noticed that real estate sales in the past few have months have increased significantly. Since telecommuting has become more common due to the Covid-19 situation, more people are interested in living in rural areas like Livingston. This should be accounted for. Also discuss the how population growth is related to the high rates of growth in Bozeman.

- There were questions about how the Covid-19 might alter economic trends and how to reflect this in the document. There were also concerns that the survey was conducted prior to the Covid-19 emergency declaration and that people might have different priorities than they did when they took the survey.

- There were questions about planning in the ETJ and how that would relate to zoning. It was noted that the Growth Policy would include future land use map that included the ETJ but zoning in the unincorporated area would have to be coordinated with the County.

- Show the vacant land adjacent to the hospital as a future growth area. There are plans to develop the area as a mixed-use residential development. This is not consistent with the current zoning.

- There should be policies to encourage mixed-use development through zoning.

- Include policy to require trail connectivity for new development through subdivision regulations.

- Include policy to develop design standards for multi-family. Attractive apartments with green space will get more community support.

- The survey indicated the highest need for rental units, so the Growth Policy needs to address this. Lack of support for policies to encourage new multi-family developments might be due to lack of understanding as to how policies would work. Explanation of policies and photos with examples of good/desirable multi-family will help.

- Include policies for local food/urban farming/community gardens.

- Questions about process for Planning Board review and City Council approval.

- Recommend that the City undertake a Downtown Planning process.

- Broadband is becoming more important due to Covid-19. More people are telecommuting, more telemedicine and distance learning. There is an issue regarding households that lack broadband and how to make it accessible for school age children who need it for classes. Add policy to address the digital divide issues.

- Consider health impacts as part of growth policy. Examples – air quality, walkability, access to local foods, etc. Add policy specifically for healthy communities.

Surveys

Two surveys were used to gather the community's opinions throughout the Growth Policy Update process. The Community Survey was available online and in printed format at locations throughout the community from December 12, 2019 through February 17, 2020. The purpose of the Community Survey was to assess the community's opinions and ideas on priorities related to growth in Livingston.

The mini survey on community character was a follow-up to the Community Survey and Community Meeting, reflecting a common theme of wanting to preserve Livingston's character. The survey was available online from May 19, 2020 through June 4, 2020.

The survey questions, responses, and summaries are included on the following pages.

LIVINGSTON GROWTH POLICY
COMMUNITY SURVEY

The City of Livingston has begun a process to update to the 2017 Growth Policy. The City seeks to update the Growth Policy to reflect the needs and desires of the community and to provide meaningful guidance for the City for future land use decisions. Responses to this survey are an important part of this process.

1. Please indicate your age. Check the option that applies.

- ☐ Under 18
- ☐ 18-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65+

2. Where is your full-time residence? Check the option that applies.

- ☐ Within the city limits of Livingston
- ☐ In Park County outside of Livingston city limits
- ☐ Elsewhere in Montana
- ☐ Out-of-state

3. Please select the choice(s) that best describes your current housing situation. Check all that apply.

- ☐ Homeowner
- ☐ Renter
- ☐ Full-time resident
- ☐ Seasonal resident
- ☐ Other (please specify)

4. What is your household income level? Check the option that applies.

- ☐ Under $15,000
- ☐ Between $15,000 and $29,999
- ☐ Between $30,000 and $49,999
- ☐ Between $50,000 and $74,999
- ☐ Between $75,000 and $99,999
- ☐ Between $100,000 and $150,000
- ☐ Over $150,000

5. Please indicate the importance of the following economic development policies.

	Not Important	Somewhat Important	Important	Very Important	No Opinion
Promote tourism.					
Attract professional level jobs.					
Attract service jobs.					
Attract skilled trade industries.					
Attract light manufacturing jobs.					
Attract tech sector jobs.					
Offer tax incentives to attract new businesses.					
Retention and expansion programs for existing businesses					
Buy local campaign.					
Workforce development and training.					
Promote telework/telecommuting jobs.					
Redevelop railroad properties for economic development.					

6. Indicate the degree to which you agree or disagree with the following statements.

	Strongly Disagree	Somewhat Disagree	Disagree	Strongly Agree	No Opinion
The city has adequate land available for new single-family development.					
The city has adequate land available for new multifamily development.					
The city has adequate land available for new commercial development.					

Question 6 continued from Page 2.	Strongly Disagree	Somewhat Disagree	Disagree	Strongly Agree	No Opinion
The city has adequate land available for new manufacturing development.					
The city has adequate programs for historic preservation.					
The city has adequate programs and planning for downtown development.					

7. Please indicate the importance of the following land use policies.

	Not Important	Somewhat Important	Important	Very Important	No Opinion
Regulate big-box stores (design standards, special use, location).					
Cluster homes to protect green space.					
Limit the number of billboards.					
Discourage urban sprawl.					
Improve landscaping standards for parking lots and commercial developments.					
Discourage strip development on major transportation corridors.					
Establish gateway signage, landscaping, design standards at Interstate exits.					

8. Please indicate the degree to which you agree or disagree with the following statements.

	Strongly Disagree	Somewhat Disagree	Disagree	Strongly Agree	No Opinion
Rents are too high for the average worker.					
The cost to purchase a home is too high for the average worker.					
There is a shortage of rental units.					
There are run-down homes in town that need repair.					
The city needs better regulations for short term rentals (Airbnb, HomeAway, etc.).					
It is difficult to recruit employees due to shortage of affordable housing units					

9. Which type of housing is most needed in Livingston? Check all options that apply.

- ☐ Rental apartments
- ☐ Condominiums
- ☐ Senior or disabled apartments
- ☐ Small/Tiny Homes for sale or rent
- ☐ Assisted living
- ☐ For Sale homes standard size
- ☐ Manufactured/Mobile home park
- ☐ Duplexes-Townhomes (standard size)

10. Please indicate your level of support for various housing programs for Livingston.

	Do Not Support	Somewhat Support	Support	Strongly Support	No Opinion
Down payment assistance for first time home buyers.					
New subsidized rental units.					
Weatherization - energy conservation.					

Question 10 continued from Page 4.	Do Not Support	Somewhat Support	Support	Strongly Support	No Opinion
Deed restrictions for permanent affordable homes					
Allow accessory dwelling units in residential areas.					
Density bonus for affordable housing.					
Land banking (reserve land for affordable units).					
Allow residential units above first floor commercial spaces.					

11. Please indicate the importance of the following policies regarding natural resources.

	Not Important	Somewhat Important	Important	Very Important	No Opinion
Protect natural areas such as floodplains, wetlands, wildlife habitat.					
Enact appropriate measures to protect water quality in the Yellowstone River.					
Enact appropriate measures to protect ground water resources.					
Reduce non-point water pollution through best practices for stormwater management.					
Discourage development in hazardous areas with steep slopes, poor soils, floodplain and other high-risk areas.					
Support clean-up of contaminated brownfields and superfund properties.					
Reduce waste and promote recycling in the city.					
Coordinate with the county to reduce risk from potential wildfires.					
Control for noxious weeds and encourage use of native, drought resistance plants.					
Promote practices that result in good, healthy air quality.					
Promote landscaped areas and preserve the urban forest.					
Promote practices to reduce potential human-wildlife conflict					

12. Please indicate the importance of the following policies.

	Not Important	Somewhat Important	Important	Very Important	No Opinion
Develop a community wide interconnected trail system in town.					
Build a new separated grade crossing on the west side of town.					
Expand transit services in town.					
Expand transit services from Livingston to Bozeman.					
Expand park-n-ride opportunities to major employment centers.					
Invest in sidewalk and street improvements in older parts of town.					
Provide charging stations for electric vehicles.					
Promote policies for bike share, e-bikes, e-scooters and other micro mobility services.					
Design pedestrian-friendly transportation improvements.					
Design transportation improvements for people with disabilities.					

13. Please indicate the importance of the following infrastructure policies.

	Not Important	Somewhat Important	Important	Very Important	No Opinion
New development should pay impact fees to help pay for upgrades to infrastructure.					
The city should use special improvement districts to finance infrastructure.					
The city should plan for better broadband services.					
The city should promote energy efficiency.					
The city should promote water conservation to reduce growth pressures on water and wastewater					
The city should promote resilient designs for infrastructure.					

14. What do you consider the strengths and weaknesses about the City of Livingston?

15. What other policy suggestions do you have for the Growth Policy update?

Thank you for taking the survey. Please place your completed survey in the survey return box or envelope at the location where you picked it up, or return to:

Faith Kinnick, Administrative Assistant
City Manager's Office
110 S. B St.
City of Livingston
(406) 823 – 6002
fkinnick@livingstonmontana.org

To receive updates on the Growth Policy:
sign-up online at burtonplanning.com/LivingstonGrowthPolicy/participate or
call or email Faith Kinnick at (406) 823-6002 | fkinnick@livingstonmontana.org

Livingston Growth Policy Survey

3-1-20

Total Surveys = 1196

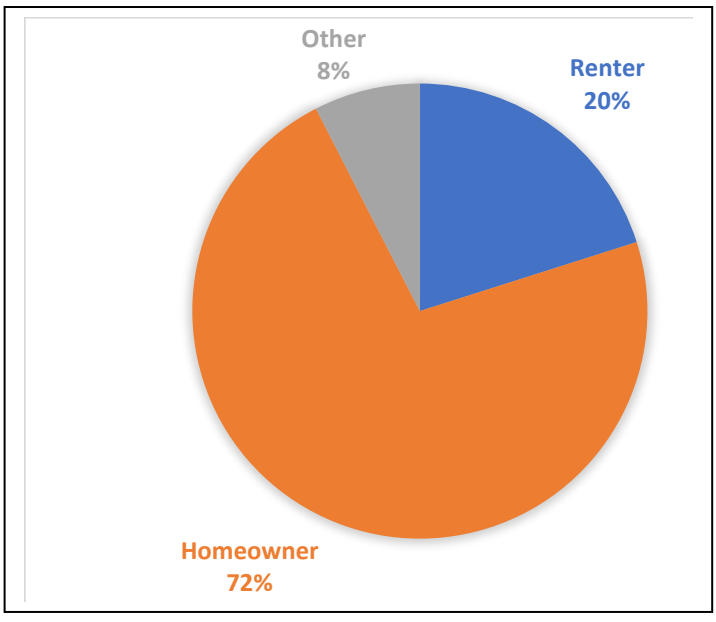
1. Age

Under 18	.4%
18-24	3.0%
25-34	16.3%
35-44	21.8%
45-54	20.4%
55-64	21.30
65+	15.75%

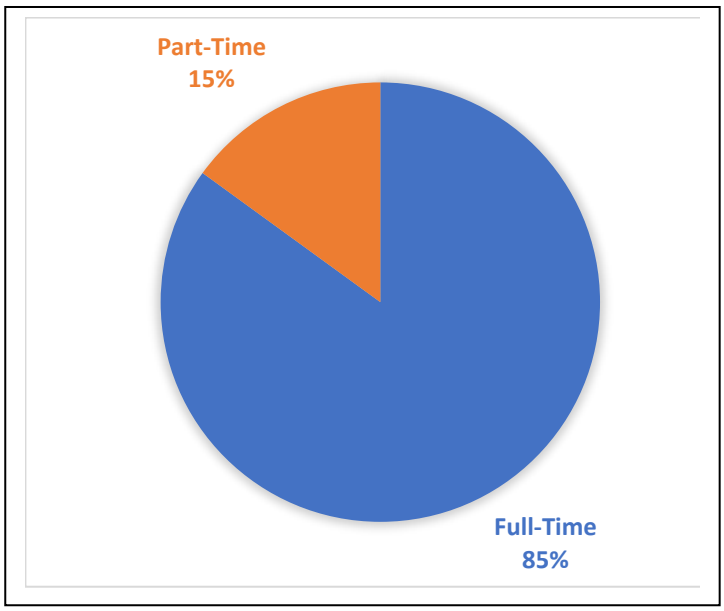
2. Place of Residence

Within the city limits of Livingston	81.2%
In Park County outside of Livingston City Limits	24.7%
Elsewhere in Montana	3.3%
Out-of-state	3.9%

3. Home Ownership



4. Full-Time vs. Part-Time



5. Please indicate your household yearly gross income:

Income Range	%
<$15,000	4.8%
$15,000 – $29,999	11.4%
$30,000 – $49,999	18.6%
$50,000 – $74,999	23.4%
$75,000 – $99,000	17.3%
$100,000 – $150,000	15.6%
Over $150,000	8.8%

6. Please indicate the importance of the following economic development policies.

1 = Not Important 2 = Somewhat Important 3 = Important 4 = Very Important

Most Popular	
Attract skilled trade industries.	3.39
Attract professional level jobs.	3.35
Workforce development and training.	3.33
Retention and expansion programs for existing businesses	3.31
Buy local campaign.	3.24
Redevelop railroad properties for economic development.	3.12
Attract tech sector jobs.	3.04
Least Popular	
Attract service jobs.	2.95
Attract light manufacturing jobs.	2.93
Promote tourism.	2.92
Promote telework/telecommuting jobs.	2.72
Offer tax incentives to attract new businesses.	2.71

7. Indicate the degree to which you agree or disagree with the following statements.

1 = Strongly Disagree 2 = Disagree 3 = Agree 4 = Strongly Agree

The city has adequate land available for new commercial development.	2.75
The city has adequate land available for new single-family development.	2.67
The city has adequate programs for historic preservation.	2.63
The city has adequate land available for new manufacturing development.	2.59
The city has adequate land available for new multifamily development.	2.58
The city has adequate programs and planning for downtown development.	2.36

Note: Any rating less than 3 = General disagreement with the statement.

8. Please indicate the importance of the following land use policies.

1 = Not Important 2 = Somewhat Important 3 = Important 4 = Very Important

Most Popular	
Regulate big-box stores (design standard, special use, location .....).	3.20
Limit the number of billboards.	3.14
Discourage urban sprawl.	3.12
Cluster homes to protect green space.	3.06
Least Popular	
Improve landscaping standards for parking lots and commercial developments.	2.96
Discourage strip development on major transportation corridors.	2.95
Establish gateway signage, landscaping, design standards at Interstate exits.	2.81

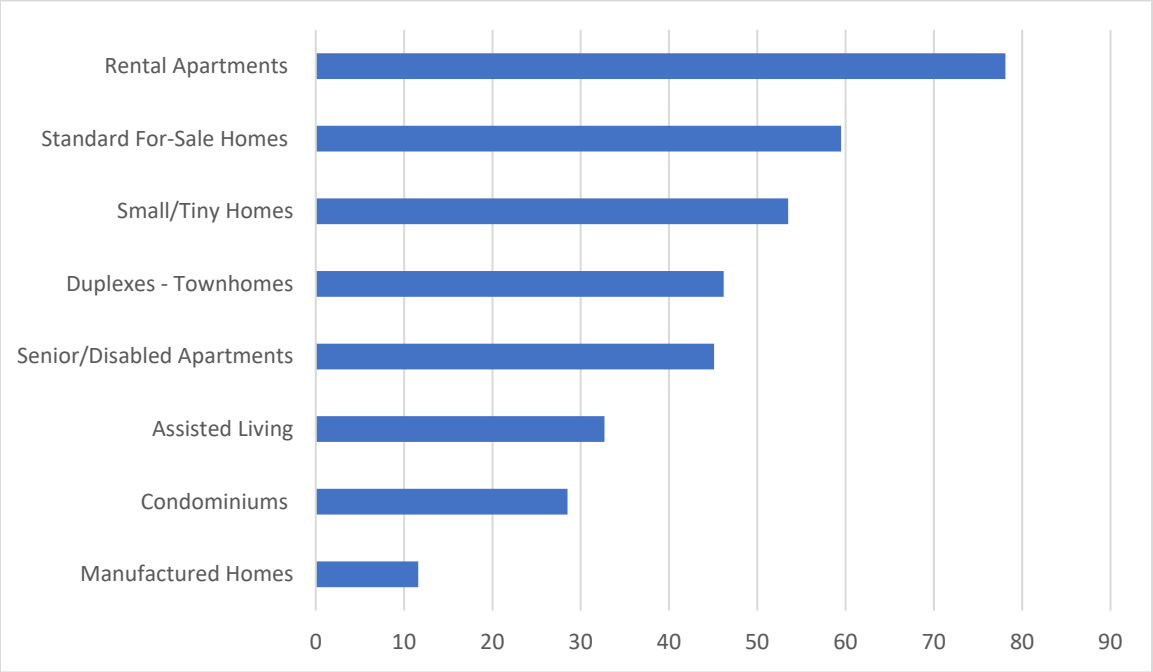
9. Please indicate the degree to which you agree or disagree with the following statements.

1 = Strongly Disagree 2 = Disagree 3 = Agree 4 = Strongly Agree

There is a shortage of rental units.	3.53
It is difficult to recruit employees due to shortage of affordable housing units	3.53
The cost to purchase a home is too high for the average worker.	3.48
Rents are too high for the average worker.	3.47
There are run-down homes in town that need repair.	3.39
The city needs better regulations for short term rentals (AirBNB...).	3.13

Note: There was generally strong agreement with all of the statements.

9. Which type of housing is most needed in Livingston?



Note: Bars = % of respondents that selected each housing type.

10. Please indicate your level of support for various housing programs for Livingston.

1 = Do Not Support 2=Somewhat Support 3 = Support 4 = Strongly Support

Most Popular	
Weatherization - energy conservation.	3.41
Allow residential units above first floor commercial spaces.	3.41
Down payment assistance for first time home buyers.	3.00
Least Popular	
Deed restrictions for permanent affordable homes	2.87
Density bonus for affordable housing.	2.86
Land banking (reserve land for affordable units).	2.83
Allow accessory dwelling units in residential areas.	2.76
New subsidized rental units.	2.76

11. Please indicate the importance of the following policies regarding natural resources.

1 = Not Important 2 = Somewhat Important 3 = Important 4 = Very Important

Very Important	
Enact appropriate measures to protect ground water resources.	3.78
Enact appropriate measures to protect water quality in the Yellowstone River.	3.77
Protect natural areas such as floodplains, wetlands, wildlife habitat.	3.70
Support clean-up of contaminated brownfields and superfund properties.	3.66
Reduce non-point water pollution through best practices for stormwater management.	3.66
Promote practices that result in good, healthy air quality.	3.60
Discourage development in hazardous areas with steep slopes, poor soils, floodplain and other high-risk areas.	3.57
Reduce waste and promote recycling in the city.	3.54
Promote landscaped areas and preserve the urban forest.	3.52
Important	
Coordinate with the county to reduce risk from potential wildfires.	3.48
Control for noxious weeds and encourage use of native, drought resistance plants.	3.46
Promote practices to reduce potential human-wildlife conflict	3.29

12. Please indicate the importance of the following transportation policies.

1 = Not Important 2 = Somewhat Important 3 = Important 4 = Very Important

Most Popular	
Build a new separated grade crossing on the west side of town.	3.41
Design transportation improvements for people with disabilities.	3.13
Design pedestrian-friendly transportation improvements.	3.05
Invest in sidewalk and street improvements in older parts of town.	3.01
Least Popular	
Develop a community wide interconnected trail system in town.	2.97
Expand transit services from Livingston to Bozeman.	2.96
Expand park-n-ride opportunities to major employment centers.	2.77
Expand transit services in town.	2.65
Promote policies for bike share, e-bikes, e-scooters and other micro mobility services.	2.21
Provide charging stations for electric vehicles.	2.01

13. Please indicate the importance of the following infrastructure policies.

14. 1 = Not Important 2 = Somewhat Important 3 = Important 4 = Very Important

Most Popular	
The city should promote energy efficiency.	3.39
New development should pay impact fees to help pay for upgrades to infrastructure.	3.38
The city should promote resilient designs for infrastructure.	3.34
The city should promote water conservation to reduce growth pressures on water and wastewater facilities.	3.33
The city should plan for better broadband services.	3.04
Least Popular	
The city should use special improvement districts to finance infrastructure.	2.88

Survey Results Summary

CITY OF LIVINGSTON **GROWTH POLICY**

December 12, 2019 – February 17, 2020
Total Surveys Collected: 1,196 (online and handwritten)

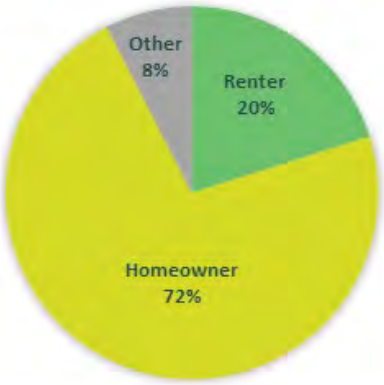
RESPONDENT DEMOGRAPHICS

Respondent Age	
Under 18	.4%
18-24	3.0%
25-34	16.3%
35-44	21.8%
45-54	20.4%
55-64	21.30%
65+	15.75%

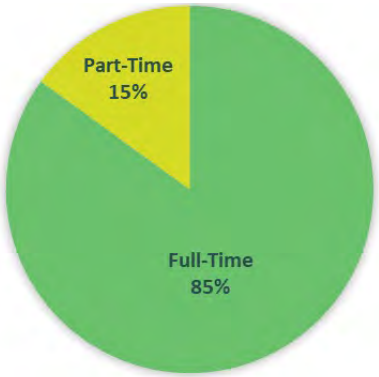
Place of Residence	
Within the city limits of Livingston	81.2%
In Park County outside of Livingston City Limits	24.7%
Elsewhere in Montana	3.3%
Out-of-state	3.9%

Household Yearly Gross Income Income Range	%
<$15,000	4.8%
$15,000 – $29,999	11.4%
$30,000 – $49,999	18.6%
$50,000 – $74,999	23.4%
$75,000 – $99,000	17.3%
$100,000 – $150,000	15.6%
Over $150,000	8.8%

Home Ownership



Full-Time vs. Part-Time Residence



ECONOMIC DEVELOPMENT

Most Popular Policies

- Attract skilled trade industries.
- Attract professional level jobs.
- Workforce development and training.
- Retention and expansion programs for existing businesses
- Buy local campaign.
- Redevelop railroad properties for economic development.
- Attract tech sector jobs.

LAND USE

Most Popular Policies

- Regulate big-box stores (design standard, location, etc.).
- Limit the number of billboards.
- Discourage urban sprawl.
- Cluster homes to protect green space.

INFRASTRUCTURE

Most Popular Policies

- The city should promote energy efficiency.
- New development should pay impact fees to help pay for upgrades to infrastructure.
- The city should promote resilient designs for infrastructure.
- The city should promote water conservation to reduce growth pressures on water and wastewater facilities.
- The city should plan for better broadband services.

TRANSPORTATION

Most Popular Policies

- Build a new separated grade crossing on the west side of town.
- Design transportation improvements for people with disabilities.
- Design pedestrian-friendly transportation improvements.
- Invest in sidewalk and street improvements in older parts of town.

NATURAL RESOURCES

Most Popular Policies

- Enact appropriate measures to protect ground water resources.
- Enact appropriate measures to protect water quality in the Yellowstone River.
- Protect natural areas such as floodplains, wetlands, wildlife habitat.
- Support clean-up of contaminated brownfields and superfund properties.
- Reduce non-point water pollution through best practices for stormwater management.
- Promote practices that result in good, healthy air quality.
- Discourage development in hazardous areas with steep slopes, poor soils, floodplain and other high-risk areas.
- Reduce waste and promote recycling in the city.
- Promote landscaped areas and preserve the urban forest.

HOUSING

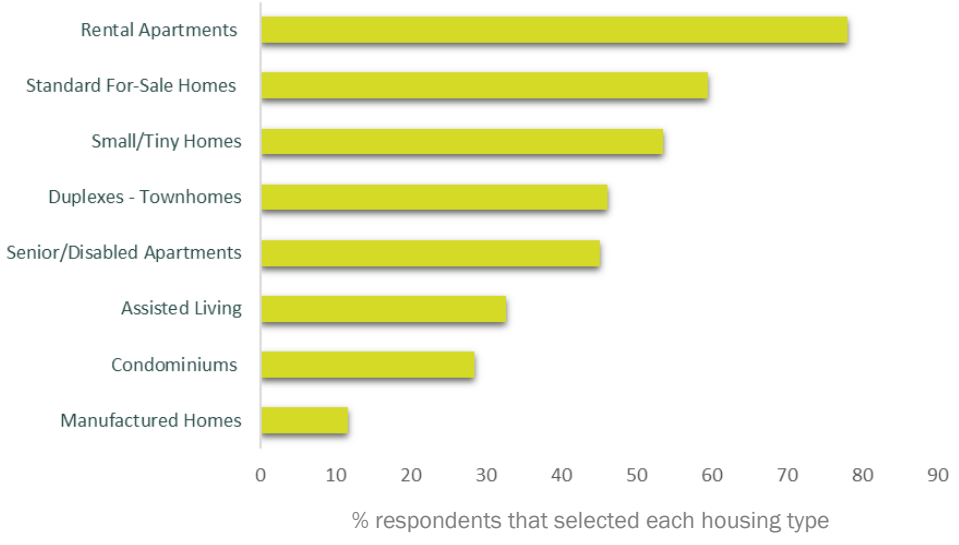
Most Popular Programs

- Weatherization - energy conservation.
- Allow residential units above first floor commercial spaces.
- Down payment assistance for first time home buyers.

Agree / Strongly Agree

- There is a shortage of rental units.
- It is difficult to recruit employees due to shortage of affordable housing units
- The cost to purchase a home is too high for the average worker.
- Rents are too high for the average worker.
- There are run-down homes in town that need repair.
- The city needs better regulations for short term rentals.

Housing Needed in Livingston



Q1 How do you define "community character"?

Answered: 218 Skipped: 64

#	RESPONSES	DATE
1	How the place causes people to interact with and know each other. A way of life that is inspired and influenced by the place and its culture and history. A continuity with the past. An ability to change and adapt to the times without losing core identity. A working-class feel that accommodates tourism but has a distinctive way of life for its own residents, and is not overwhelmed by outside money or culture. A sense of security in what the place is and what it is not -- not attempting to become the next Jackson Hole, Sun Valley, or Bozeman, and actively working to avoid it.	6/4/2020 11:29 PM
2	Environmentally sensitive, small town HISTORIC tourism, "The Original Rail Gateway to Yellowstone" with the downtown as the focus. Egalitarian, participatory mayor/city manager form of government.	6/3/2020 9:34 AM
3	Values and what makes Livingston unique.	6/2/2020 10:26 PM
4	The city's personality that welcomes like minded people, and welcomes visitors with a respect for our community.	6/2/2020 9:21 PM
5	The atmosphere of the town, the people, the environment	6/2/2020 1:07 PM
6	Haves and Have Nots	6/2/2020 10:25 AM
7	Ever changing, growing together, supportive of needs of others. Accepting of new people, ideas in response to the youth, world. Cannot be isolated. The term Montana Values makes me wonder what they are versus anyone else.	6/1/2020 10:19 PM
8	Trails, public open space	6/1/2020 8:16 PM
9	Keep it as it is, with improvements that do not make drastic changes, and preserves the natural environment.	6/1/2020 3:54 PM
10	The personality and characteristics of a community that make it unique from other communities.	6/1/2020 11:49 AM
11	Bike and pedestrian friendly streets, signs and paths. Friendly greetings to all. Respect each other space, property and quiet atmosphere.	6/1/2020 11:04 AM
12	Welcoming via good food, good drinks, fun activities, good music, etc.	6/1/2020 10:13 AM
13	the personality of the community; thier beliefs, values, thier economic structure	5/31/2020 11:03 PM
14	friendly, casual, not overly touristy or fancy.	5/31/2020 5:45 PM
15	community character is what makes a community unique and not like other places. Livingston has the combination of a stunning wild natural environment with a down to earth laid back vibe. People here genuinely care and pull together even when they can't 100 percent agree.	5/31/2020 5:13 PM
16	The essential values and social interactions of our citizens.	5/31/2020 11:18 AM
17	By the way the town looks & treats people.	5/30/2020 8:53 AM
18	Suggested Reading: "Places Of The Soul" by Christopher Day	5/30/2020 8:05 AM
19	Not conforming to trends. Still being the nice people who will talk at check out stands, hold doors, and pitch in to help when someone needs a hand.	5/29/2020 10:51 PM
20	What a community is known for, what it represents.	5/29/2020 4:43 PM
21	It seems assumed here that we're talking about the positive aspects of character. Generally speaking, personal character includes vices as well as virtues. Community character includes assets and mistakes. Livingston's "character" currently includes haphazard strip development, sidewalks that end abruptly nowhere, significant wealth disparity, etc, as well as the positive attributes we are discussing here. Preserving positive community character might be defined as honoring and leveraging the parts of Livingston's shared experience that contribute to sense of place and the well-being of residents and visitors.	5/29/2020 1:56 PM
22	It's not superficial appeal, but rather depth and stability and cohesion.	5/29/2020 1:16 PM
23	What makes a place different from others.	5/29/2020 12:36 PM
24	keep the old atmosphere, buildings, signage, down lighting vs up lighting, etc	5/29/2020 11:43 AM

25	Keeping the Western/Montana way of life!!!	5/29/2020 11:10 AM
26	Friendly and supportive	5/29/2020 10:20 AM
27	Maintaining the historic downtown buildings including the Depot. Providing community gatherings; ie the farmers market, art walks, local musicians, etc.	5/29/2020 8:53 AM
28	The feeling you get from the people, buildings, and surrounding. Livingston is a people friendly town, its safe, walkable and likeable.	5/29/2020 7:27 AM
29	Livingston's community character, for me, is defined by its being a real community. Neighbors help each other, creative gifts are valued and supported, those in need can find assistance, children are cared for. Its many other assets - its history, the beauty of its natural surroundings, its small town human scale - are wonderful, but its people supply the character.	5/29/2020 12:46 AM
30	Small town. When I go to the bank, the hardware store, the grocery store, or the auto parts store I know people or they recognize me. A good hello, or opening the door for another old timer or rancher I don't know is important. A small town feel of the western lifestyle where a handshake still means a mans word. But you can still go downtown and get a good whisky and see locals and tourists that are impressed that someone just opened the door for some gal coming in. And most importantly, don't become what Bozeman has become and keep our old time conservative western lifestyle feel where everyone knows everyone and we will give the shirt off our back to help out our neighbor.	5/28/2020 11:46 PM
31	The attributes and defining morals/actions that direct and drive a community	5/28/2020 10:53 PM
32	Welcoming	5/28/2020 10:19 PM
33	Not sure.	5/28/2020 7:17 PM
34	Friendly and supportive	5/28/2020 6:31 PM
35	Locally owned shops, restaurants, pubs, and breweries in the buildings which already exist. Maintaining and creating new bike trails connecting the town to city parks and other trails nearby. We really need to work on our bike infrastructure. Please keep working toward connecting trails that run along the Yellowstone River so that we have many miles of trails to explore town by bike. To keep our community character we need to look ahead and be sure to protect as many trails and access points as we can whether that is through conservation easements with private landowners or buying land.	5/28/2020 4:56 PM
36	Shared consensus on the needs/wants of a community.	5/28/2020 4:42 PM
37	Specific to people: Diversity of incomes, beliefs and interests all working together in areas of common interests. Volunteerism. Neighbors looking out for neighbors. General friendliness. Specific to town: preservation of historic buildings; pedestrian friendly; access to parks, trails and public lands.	5/28/2020 4:28 PM
38	Walkablility and beauty.	5/28/2020 3:26 PM
39	Friendlyness, safety and smiles from neighbors	5/28/2020 3:24 PM
40	small western town feel	5/28/2020 3:10 PM
41	Visually welcoming, variety of attractions and friendly culture.	5/28/2020 2:51 PM
42	Outdoor spaces for gathering, small businesses and main streets with boutiques, restaurants not real estate businesses that have no foot traffic	5/28/2020 2:01 PM
43	Kind, casual, active, environmentally friendly, pet friendly, locally sustainable, safe, accepting, open minded, charming, beautifully maintained and preserved	5/28/2020 1:15 PM
44	A small town feel with no big box stores and a lack of franchise stores. The small town feel is enhanced by locally owned businesses that recognize and value your business. Social gatherings in bars and restaurants "where everybody knows your name".	5/28/2020 12:55 PM
45	The environment created by the architecture and the surrounding real estate.	5/28/2020 12:26 PM
46	Love the character which must be maintained. However there is a total lack of services downtown such as an old fashion drugstore, and the loss of Ben Franklin store. We need to attract another Shopko type business to that building. Maybe a mini Walmart like Laurel has.	5/28/2020 12:13 PM

47	balance of shopping and leisure activites	5/28/2020 11:20 AM
48	I define community character as the integrity and the kindness community members extend to others in the community whether they be local or tourists.	5/28/2020 10:18 AM
49	To me, community character is the feeling and experience in a place. It is the culture of a specific geographic location that is cultivated by how the people who live there develop, use, recreate, do business, and learn in that community.	5/28/2020 9:54 AM
50	Eclectic	5/28/2020 9:52 AM
51	Eclectic	5/28/2020 9:50 AM
52	It would be how the majority of the citizens react in times of need.	5/28/2020 9:09 AM
53	A community has what you need with an easy access. I am concerned that the outlying developments don't have the local gas station, grocery store, etc., anything without having to get in their car and drive to it	5/28/2020 9:00 AM
54	Small town, neighbors helping neighbors, community development sensitive to members desires and needs, preserving historic and environmental surroundings.	5/28/2020 8:35 AM
55	We live in Mayberry... this is where everyone cares and supports one another. Small town feel.... no big chains.. lots of independent businesses and an agriculture and ranching feel	5/28/2020 8:24 AM
56	Community character is the general sense that people know each other, take pride in their community as evidenced by clean streets, signage, flowers on main street, and a sense of "hominess". There is a thriving downtown, good school system, low crime rate, and a lot of community participation in government and other non-profits. It is deemed a great place to raise a family due to available parks and outdoor recreation, walkability and safeness.	5/28/2020 7:35 AM
57	What makes our community unique	5/28/2020 6:46 AM
58	Clean, safe and walkable	5/28/2020 12:43 AM
59	Historic; western; artsy; quirky	5/28/2020 12:43 AM
60	Those who live here are heavily invested in the place. The scale of the town and location of amenities contributes to this. Above all, character is created by diverse people and their freedom to create the life they want so protecting this place as a lived-in paradise is key.	5/27/2020 11:20 PM
61	Keeping and reusing old buildings, local business growth, keeping the character the same, railroad small community, not a bunch of outsiders trying to make it Bozeman. Bring back the Montana.	5/27/2020 9:59 PM
62	Everyone caring about what type of growth will happen in the future	5/27/2020 9:57 PM
63	Overall Vibe	5/27/2020 9:36 PM
64	A community where we work together, play together and agree to disagree.	5/27/2020 9:05 PM
65	Historically rich, small town	5/27/2020 8:13 PM
66	There is something to this community that is almost magical. More people are drawn to doing good and bettering their own circumstances and the circumstances of others than any place else I have ever lived. There are many strong voices here with opinions all over every issue that clammer to be heard and do get heard. Many people are passionate about this town and changes that have occurred or could occur. I just believe (and "feel" too) that in Livingston there is an undercurrent of goodness that embodies many of us who are trying to make our small community thrive today and even more so in the future.	5/27/2020 7:37 PM
67	The people and businesses that choose to make this their home	5/27/2020 7:30 PM
68	Recognize Livingston history.	5/27/2020 6:59 PM
69	Patricia Grabow	5/27/2020 6:52 PM
70	The unique "feel" of a downtown.	5/27/2020 6:29 PM
71	The local culture or subcultures	5/27/2020 6:20 PM
72	Small town community with social events pulling community together	5/27/2020 6:18 PM

73	More affordable housing development and "mixed" development opportunities are very important for a thriving community. "Community character" comes from people of different incomes living as neighbors. Without affordable housing a community loses all it's "colorful" character. Ill-planned subdivisions lack community character because all the houses look the same and all the incomes are about the same. They lack any neighborhood amenities like coffee shops, little corner stores or other businesses.	5/27/2020 6:03 PM
74	Those attributes that contribute to a uniqueness and identification of Livingston.	5/27/2020 6:00 PM
75	The visible image of a small town is what keeps the community character. Having a ugly disgusting exhibition of mannequins in lingerie like what is at 315 S. B. St is a disgusting attack on the historical character of Livingston. Community character has to do with good people living in PEACE. When the Police abuse, arrest and terrorize the people for no reason to but satisfy some kind of psychotic motive, it destroys the character. Ignoring vandalism and allowing for derelicts to live like pigs is detrimental to the community character.	5/27/2020 5:42 PM
76	thriving small businesses and mixed/diverse residential (age, socioeconomic, etc)	5/27/2020 5:37 PM
77	What makes livingston unique, both with community events, but also the attitude and demeanor of the people who live here.	5/27/2020 5:27 PM
78	People in the community working together to make a place a quality place to live. A quality place to live will range from services offered, to community events, safety of the citizens, and overall options for the residents and tourists.	5/27/2020 5:20 PM
79	The features and amenities - both man made and natural- that shape the city's 'feel' and identity.	5/27/2020 5:08 PM
80	A Town That Has Not Been Homogenized And Over Regulated By Big City Consultants And Administrators	5/27/2020 4:57 PM
81	Grassroots. Keeping the city updated but not modernize on the outside only the interior.	5/27/2020 4:35 PM
82	It is supporting the eclectic character of our community. There are people from many backgrounds, of many socio-economic groups, in many types of work, interested in many things. It is important to keep this mix. Unfortunately housing prices are shutting out a component of that mix which will cause labor issues among other things. I also think it is important to preserve the variety of building styles found in Livingston. There are brick buildings, wooden buildings, stucco, and a few stone. Keeping a mix of structures helps to preserve the current physical character of the community. Some higher density housing needs to happen but making sure there is diversity in the looks of the structures will go a long way towards keeping the town character. Neighborhoods rather than sprawl is the way to go.	5/27/2020 4:32 PM
83	Keeping the MONTANA, in Livingston Montana ;-) Let's try to avoid what made Bozeman feel like Bozeangeles. We don't need a mini-Jackson Hole vacation vibe small town. True to our roots. Genuine in character, morals, look and feel.	5/27/2020 4:27 PM
84	The feeling I have when I drive down park street. I drive by representations of all of it—art, history of many people and cultures, small business, community support for one another, all forms of recreation—and the feeling that Livingston is my launchpad into the world now. My community is my safety net.	5/27/2020 4:22 PM
85	One who is interested and active in the things of interest at the time.	5/27/2020 4:20 PM
86	Things that make a community unique such as buildings, people, businesses. Box stores and franchise restaurants such as McDonalds and Hardees add nothing to community character.	5/27/2020 4:15 PM
87	I think it is important for Livingston to retain it's own identity - NOT become a bedroom community to Bozeman. Good jobs, affordable housing, quality education, and focus on retaining the accessible and welcoming historic downtown.	5/27/2020 4:02 PM
88	Locally owned businesses as opposed to malls or franchises....supporting neighbors as opposed to being competitive. Downtown events supported and attended by everyone	5/27/2020 3:58 PM
89	a feeling tone among the people who live and hang out there.	5/27/2020 3:51 PM
90	A community's character is the "Vibe" it gives off when you enter it. It's vibe can be seen in lighting, walk and bike-ability, fun signage, landscaping, and scenic environment.	5/27/2020 3:47 PM
91	A sense of place and community centered around the Yellowstone River and Absaroka	5/27/2020 3:40 PM

	Wilderness. A diverse group of people all focused on building a strong community despite differences in opinions. Strive to maintain historic feeling of a railroad town while also looking to build a sustainable community.	
92	Community all starts with people. So having local citizens who are friendly, helpful, supportive, caring, and tolerant of others who may different cultures, beliefs, race, etc. is what defines the character of a community.	5/27/2020 3:39 PM
93	Safe, congenial, fair, and equitable	5/27/2020 3:36 PM
94	The aesthetics of the way the downtown flows	5/27/2020 3:30 PM
95	How we come together in times of need. Community events to help better connect us all. Small town vibes.	5/27/2020 3:25 PM
96	small self reliant independent western town, not reliant on Bozeman community or Bozeman politics (urbanization). Do not want to become a suburb of Bozeman, stay independent and local.	5/27/2020 3:25 PM
97	Small town western character. Keep historic downtown that we and visitors admire and film.	5/27/2020 3:21 PM
98	Community character is defined by the way a majority of residents identify their sense of place.	5/27/2020 3:05 PM
99	The shared values of a community	5/27/2020 2:53 PM
100	Preserving historic aspects of a community, while embracing modernity. Being open to green technology, celebrating diversity among its citizens and businesses, protecting its natural heritage. Providing ample green spaces to be enjoyed by all. Welcoming visitors from around the world with open arms, squashing hate and intolerance. The greatness of a community can be defined by how it treats the less fortunate and the voiceless.	5/27/2020 2:51 PM
101	bike and pedestrian friendly, spaces for people to gather, like parks & trails, but also outside dining & coffee shops	5/27/2020 2:49 PM
102	The overall feel of a town upon first entering. How our business treat customers. Are the public spaces interesting, clean & inviting? Accent the uniqueness of our town. How we share the beauty that we enjoy everyday while living here.	5/27/2020 2:48 PM
103	Safe, clean, opportunities for work, opportunities to open a business, friendly,	5/27/2020 2:48 PM
104	Parks Reeces fish, in a pair of Russ Chathams overalls sitting outside the Murray on park drinking iced tea watching a motorcycle drive by with the train in the background... after a 4th of July parade.	5/27/2020 2:46 PM
105	keep Livingston unique, not a small version of Bozeman.	5/27/2020 2:46 PM
106	The demeanor of the people in general	5/27/2020 2:45 PM
107	The defining feature(s) that make the community special - both to its residents, summer residents, and visitors.	5/27/2020 2:43 PM
108	A mix of neighbors of various ages, socioeconomic backgrounds, and education levels. Interspersed business and residential areas, allowing small businesses to open within traditional residential zones. More mixed use.	5/27/2020 2:43 PM
109	Local culture and values. Established norms.	5/27/2020 2:41 PM
110	Lots of sirens during the day and freight trains all night long blaring their train horns	5/27/2020 2:39 PM
111	We're all in it together; not forgetting the less fortunate; support of local businesses	5/27/2020 2:37 PM
112	Unique, not like Bozeman and not like other cities who have the strip malls with all the big box stores. It also means "rural", has a small-town feel.	5/27/2020 2:37 PM
113	A place that allows for a diversity of residents from all income levels and walk of life. Businesses that support local entrepreneurs above corporate interests. Amenities that make the current residents want to stay and graduating kids want to return- pool, rec center, opportunity for interesting, long term employment.	5/27/2020 2:35 PM
114	Staying true to the communities roots; ranching, farming, writing, art, fishing, outdoors. However, embracing change while staying true is paramount.	5/27/2020 2:34 PM

115	The culture and identity of a community, including all its residents, not just those that are vocal and engaged.	5/27/2020 2:32 PM
116	It is a community committed to inclusiveness -- a community in which all residents can be healthy (and access affordable, healthy food) and can learn, live and thrive to their fullest potential.	5/27/2020 2:32 PM
117	Uniqueness of our community within Montana. The feeling that being in Livingston elicits in our residents and visitors	5/27/2020 2:32 PM
118	How a community takes care of the physical, mental and economic well being of its citizens and businesses while honoring the history of the community and MT as a whole.	5/27/2020 2:29 PM
119	our scenic views, accessibility to outdoor activities and small downtown feel	5/27/2020 2:25 PM
120	friendly, welcoming, supportive of each other, historic, rich western history, small town feel and mindset, integrated with the Yellowstone River and Absaroka Range,	5/27/2020 12:21 PM
121	Difficult to say! Certainly, not conservative or liberal. Progressive is a good definition.	5/27/2020 12:10 PM
122	Preserving what we have instead of building new modern structures	5/27/2020 11:43 AM
123	Personality of the town.	5/27/2020 11:37 AM
124	The soul and spirit of the community. Soul meaning the commitment to leave and improve our community in a proactive, progressive way, yet embracing the heritage of what was here prior. Spirit meaning the heart of the people who embrace and represent the soul.	5/27/2020 10:26 AM
125	The feel and look of town	5/27/2020 10:22 AM
126	The people I meet on the street who will always say hello!	5/27/2020 10:19 AM
127	I believe community character is the cumulative feel of a town including the people, businesses, and environment.	5/27/2020 10:02 AM
128	Community character is that overall general feeling a person gets when they first spend a few days in a new place. For better or for worse, I think a big part of Livingston's "character" comes from the fact that we don't quite have the roaring economy that can be found just over the hill in Bozeman. There is a slight underdog feel to Livingston, when you look at the overall economy and the downtown shops, etc. But it's not necessarily a bad thing. I'm often noticing Bozeman people coming over to Livingston for dinner or to hang out on the weekend just to get away from Bozeman. I think Bozeman can feel a little too "special." People pick up on that, and when they hang out in Livingston they love the absence of that feeling.	5/27/2020 9:59 AM
129	The history of a place and preserving that history while keeping our downtown vibrant with many small businesses. Keeping and adding bike paths and trails to points out of town too.	5/27/2020 9:56 AM
130	The palpable attributes that are apparent to those who visit Livingston that is created and sustained by those of us who live here.	5/27/2020 9:53 AM
131	Livingston's population is warm, open and friendly. Although the city has been "sprucing" itself up over the past ten years, it still maintains an unassuming, small-town charm. The wealthy and the working class co-mingle as a matter-of-course. This ethos of "no little people" has protected Livingston from developing the snobby, pretentious feel that is now associated with Bozeman. Longtime residents want to see the city well-maintained, attractive to tourists, yet staying grounded in our down-to-earth character.	5/27/2020 9:10 AM
132	To me it is defined by the diverse range of people within a community and the ability to come together for the common good	5/27/2020 8:59 AM
133	A mixture of ordinary elements that combine to give a place a unique feel. Connection to a shared history (even if not all of us lived here for that history). Appreciation for how things are, not wanting much to change.	5/27/2020 8:45 AM
134	identity of a place, the collective impression a neighborhood or town makes on residents and visitors. Calm, relaxed, friendly, clean, healthy, quiet, safe, showing pride in place. Livingston as a town equal in appreciation to it's landscape.	5/27/2020 7:51 AM
135	Community character has to do with the priorities a community establishes and works towards. The people, the development styles, economy, recreational opportunities, walkability, population all make up the character of a community. I am hopeful Livingston will continue to	5/27/2020 7:47 AM

	recognize and prioritize its current residents, families and guests over outside interests and large development. People come here because of what Livingston is, not what it will become. Please preserve the very aspects of this community that define its character so we don't fall victim to development interests.	
136	Small town	5/27/2020 7:19 AM
137	Hyper localism, the unique attributes of a place, it's land, wildlife and people that distinguish it from other places.	5/27/2020 5:42 AM
138	The sum of values, diversity, people, architecture, landscape and history to define a community.	5/27/2020 3:13 AM
139	How we treat each other.	5/26/2020 10:41 PM
140	Safe. A place where you can walk or bike to do your errands, conduct business and gather with friends.	5/26/2020 10:12 PM
141	Keeping small businesses, access to the River as well as Parks and friendliness. keeping the traditions of farmers markets are essential	5/26/2020 10:05 PM
142	The uniqueness and beauty of our town and the connection of its people to one another.	5/26/2020 9:57 PM
143	Unique culture and landmarks, history, connections among resident people, support for those in need.	5/26/2020 9:55 PM
144	Community character is that overall general feeling a person gets when they first spend a few days in a new place. For better or for worse, I think a big part of Livingston's "character" comes from the fact that we don't quite have the roaring economy that can be found just over the hill in Bozeman. There is a slight underdog feel to Livingston, when you look at the overall economy and the downtown shops, etc. But it's not necessarily a bad thing. I'm often noticing Bozeman people coming over to Livingston for dinner or to hang out on the weekend just to get away from Bozeman. I think Bozeman can feel a little too "special." People pick up on that, and when they hang out in Livingston they love the absence of that feeling.	5/26/2020 9:40 PM
145	small town and historic buildings and business w/o box stores and heavy traffic	5/26/2020 8:56 PM
146	The feeling you get from a place based on what you see, the people you interact with and the things you do there	5/26/2020 8:52 PM
147	Community character is how our community is unique from others, what makes it feel special and important to us.	5/26/2020 8:11 PM
148	Community character is what makes us different than any other small Montana town, what brings us together even in diversity.	5/26/2020 8:06 PM
149	When you hear the words "Key West" or "Savannah Georgia" or "Seattle" or "NYC" there is an image that immediately comes into your mind. Community character is that. A place that is defined by the buildings, people, activities and location in which it exists. Our character has a fishing, camping, hiking, old west, train town - the best . Not trying to be something we aren't is very important. We are not a ski town. We can accept that we are a bedroom community to Bozeman -but it can be the place where creativity thrives. Not the cookie cutter bricks, lights, trees that is everywhere.	5/26/2020 8:01 PM
150	Keeping the Civic Center!	5/26/2020 7:54 PM
151	I'm a vibe person so when I walk/bike/drive through a town I like to pick up a vibe. The vibe could include the friendliness of the residents as I walk down a street or if vehicles share the road as I bike or if people drive slowly through a residential area. Trees, parks, architecture make up a vibe as well. Locally owned stores(as opposed to chains). Good, affordable restaurants. Affordable housing. Inclusiveness.	5/26/2020 7:53 PM
152	Keeping small town atmosphere with streets easy for biking or walking; not up-scaling buildings and houses (maintaining architecture currently in town- not the new look of Bozeman recent construction); encouraging continued activities that have been traditions; trying to set top down tone of neighborliness and kindness; encourage even more art events and help everyone to recognize that we all have a stake in being good citizens.	5/26/2020 7:51 PM
153	The reason why we are a sought after place for in-state and out-of-state visitors and an attractive place to live.	5/26/2020 7:33 PM

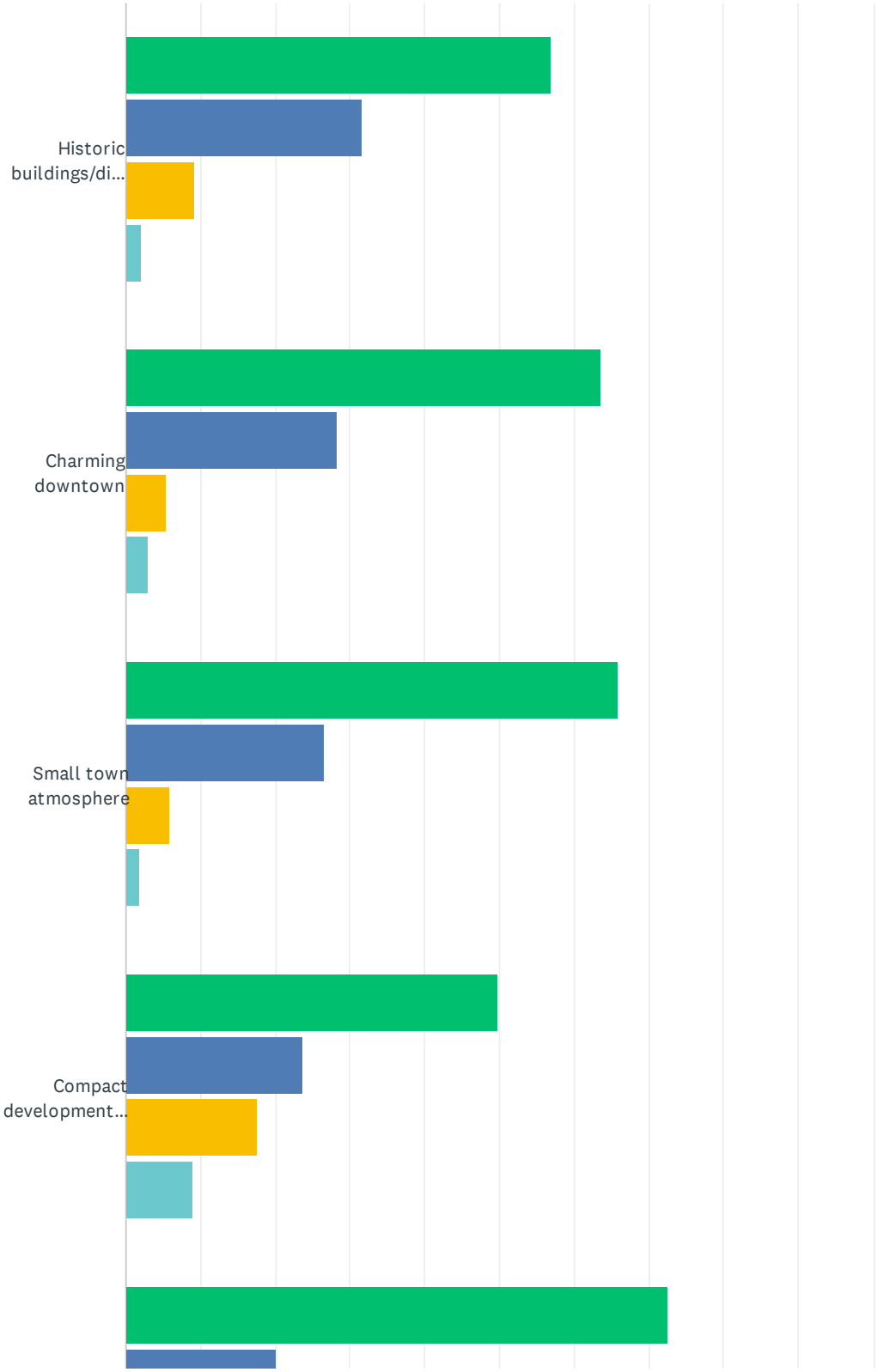
154	A compact and vibrant downtown area surrounded by comfortably dense neighborhoods with an emphasis on walkability. Or NOT SPRAWL (as has happened/is happening in Bozeman).	5/26/2020 7:07 PM
155	The unwashed, genuine acceptance of all types of people, real local stores, homegrown activities with participation of all walks of life, small businesses that thrive.	5/26/2020 6:52 PM
156	The distinct identity of a place.	5/26/2020 6:34 PM
157	Small, historic atmosphere with an emphasis on keeping the surrounding countryside rural and unspoiled.	5/26/2020 6:24 PM
158	It is the general identity of a community. It is how a community wishes to be viewed by its residents and no residents.	5/26/2020 6:19 PM
159	The unique qualities of Livingston and the people and environment that define our town, people that work and live here year-round and contribute to the local economy and the immense access to wilderness and nature that promote a life lived outside. A strong sense of place, multi-generational stories, all levels of an economic class can participate and live in any area of town, including that all parts of our town are accessible to everyone, however, that saying, there are some areas of our community character that can go - those that are hurtful and discriminatory - such as the patriarchal dominance within our leadership and division of roles. Other characteristics - the streets are safe, everything is close enough to walk (which needs to be improved), public spaces and 'third places' are enhanced to create more interactions that define our unique community.	5/26/2020 5:46 PM
160	Unique characteristics that define a group of people and the town.	5/26/2020 5:42 PM
161	A unique combination of artistic and natural, working ranches and entertainment cultures that yield a way of life that is only experienced in Livingston.	5/26/2020 5:38 PM
162	The feeling of a community. This is made up of: - The way people behave and interact towards one another. - The physical characteristics and architecture of a town (style of buildings, the public spaces, walking streets or pedestrian paths). - Cultural events. - Ratio of green space to developed space. - The kinds of businesses (independent vs chain). - Community programs. - Natural landscapes and vistas. - The weather.	5/26/2020 5:25 PM
163	It's the underlying essence and feel of a place, which includes the interwoven collective hum of people, landscape, history, nature (wildlife, river, mountains,seasons, etc), and experience.	5/26/2020 5:25 PM
164	Where everybody knows your name...or treats you like they do. The local business, no Starbucks, local coffee shops and restaurants.	5/26/2020 5:20 PM
165	Behavior, attitudes, responsibility to neighbors, self, property...	5/26/2020 5:18 PM
166	Aspects of communities social and physical characteristics that help make the community unique	5/26/2020 5:15 PM
167	Community character is the quality of shared experience, mutual support, and collective commitment to the well-being of those with whom we share the community. It's reflected in our active support of shared traditions, to diversity of perspective, and to the conservation of our shared cultures and resources.	5/26/2020 5:09 PM
168	Livingston has the right mix of blue collar work ethic, appreciation for education social amenities, and stewardship of the environment.	5/26/2020 5:09 PM
169	Keeping the community original with only local businesses	5/26/2020 5:08 PM
170	Identity Image Values	5/26/2020 5:06 PM
171	A little bit of Americana, friendly, patriotic. Small town America	5/26/2020 5:02 PM
172	General philosophy, priorities, morals and vibe that combine to create the experience one has within a place.	5/26/2020 4:59 PM
173	Character is what distinguishes us from other places, and what we value that sets us apart. The character is largely expressed by the people and their relationships to one another. We know each other, and recognize faces and so are not acting anonymously, coldly, without consequence. Encourage space for public interaction, community squares, event space, play space -- including during colder weather.	5/26/2020 4:56 PM
174	The things that make a community attractive and unique.	5/26/2020 4:55 PM

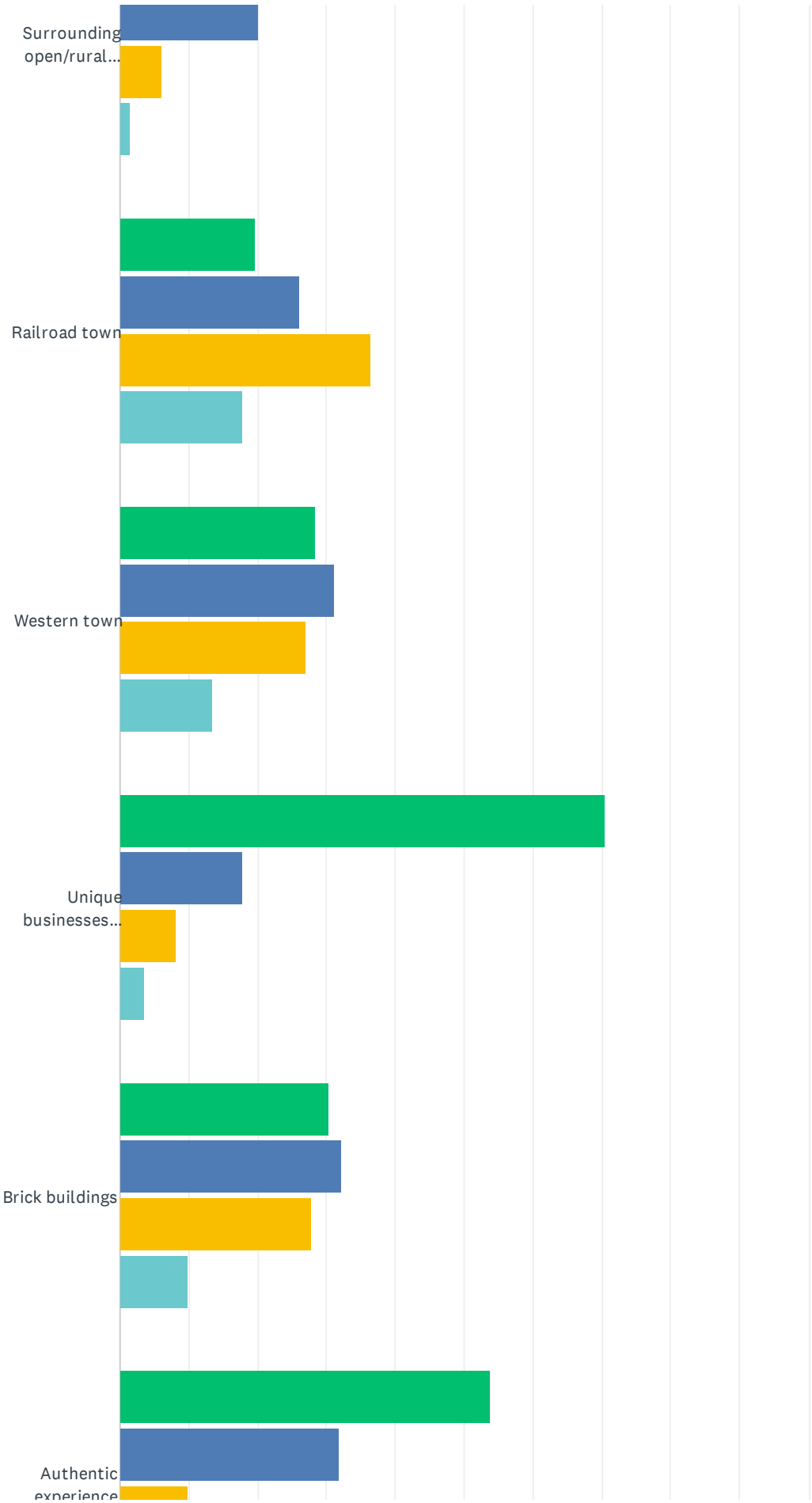
175	The people who live there must be able to make a living in order for the town to survive. Don't over regulate the landscape or it will become simply an extension of Bozeman.	5/26/2020 4:54 PM
176	Members, businesses and spaces of the community that contribute to the area with a positive character.	5/26/2020 4:52 PM
177	The 'essence' that creates and sustains its identity even when differences exist. A sense of 'being in it together' and being proud to be a contributor to it.	5/26/2020 4:52 PM
178	General feelings and attitudes of the residents about the town.	5/26/2020 4:48 PM
179	Community Character with respect to Livingston reflects our rich railroad history, and small western town feel, original architecture and preservation of our historic buildings, unobstructed phenomenal views, accessibility to public lands and numerous recreational opportunities. The absence of large buildings/parking garages shopping complexes/ strip malls provides a greater sense of open spaces. Preserve that home-town small-town feeling, making improvements that are only necessary.	5/26/2020 3:10 PM
180	Interesting small businesses!	5/26/2020 2:05 PM
181	In a nutshell: The ‘total package; e.g., aesthetic and pleasing appearance, necessity shopping areas and stores/shops, gift and visitor shops, eating establishments. Also, historic venues so we may all be exposed to times of past living styles. Inclusive of neighborhoods, schools, etc. Maintain the ambience of our local areas.	5/26/2020 1:39 PM
182	- preservation of historical sites and buildings, original architecture - preservation of and creation of new green space within city limits i.e. parks, trails - WALKABILITY - the ability for residents to safely walk or bike to shops, restaurants, and groceries is essential - mandatory green space in new developments to maintain easy access to parks and trails and prevent urban sprawl (the enemy of community character) - mandates on architecture and style of new buildings so that they match the aesthetic of historic buildings, limit to number of stories - small businesses - neighborhood development that helps to create small communities within the larger one, i.e. new neighborhoods have their own parks, coffee shops, groceries, etc., also helps alleviate traffic congestion when people can access amenities closer to home	5/26/2020 9:18 AM
183	The feeling of the Community	5/26/2020 8:36 AM
184	The overall feel of a community - its essence.	5/25/2020 4:51 PM
185	Small businesses...no franchise stores downtown. Slanted free parking. No more traffic lights.	5/25/2020 4:29 PM
186	What are the people like? What do they like to do? How do they behave toward others? What do they value about their surroundings?	5/25/2020 2:16 PM
187	Being a welcoming, open, kind community that cares about all of its residents.	5/25/2020 9:12 AM
188	It should be the community it says it is. It can’t be small town close and then only cater to tourism. Character should be truthful to what you see. If we are a community then work together . Care about each other’s shops	5/24/2020 10:16 PM
189	Honors the history of our town & state. Keep the small town, walkable nature of town.	5/24/2020 9:53 PM
190	Community character, in my opinion, would be hanging on to the good of the community even as we grow. Examples would be our historic downtown and its’ surrounding neighborhoods. Fun community events like the Farmer’s Market, Summerfest, the Hoot and Fourth of July activities would also be included in this.	5/24/2020 12:43 PM
191	It is defined with a feeling more than words. The community character feeling is not as strong as twenty years ago.	5/24/2020 10:20 AM
192	Quaint, friendly, everyone knows each other, helpful, neighbors look out for each other. Government officials look out for the people and not politics.	5/24/2020 9:49 AM
193	Community character is a combination of town and area ascetics combined with the attitude of the residents.	5/24/2020 8:01 AM
194	How community members treat each other and the overall feel of the community.	5/22/2020 4:39 PM
195	Small Montana town feel. Supporting small local businesses	5/22/2020 3:26 PM

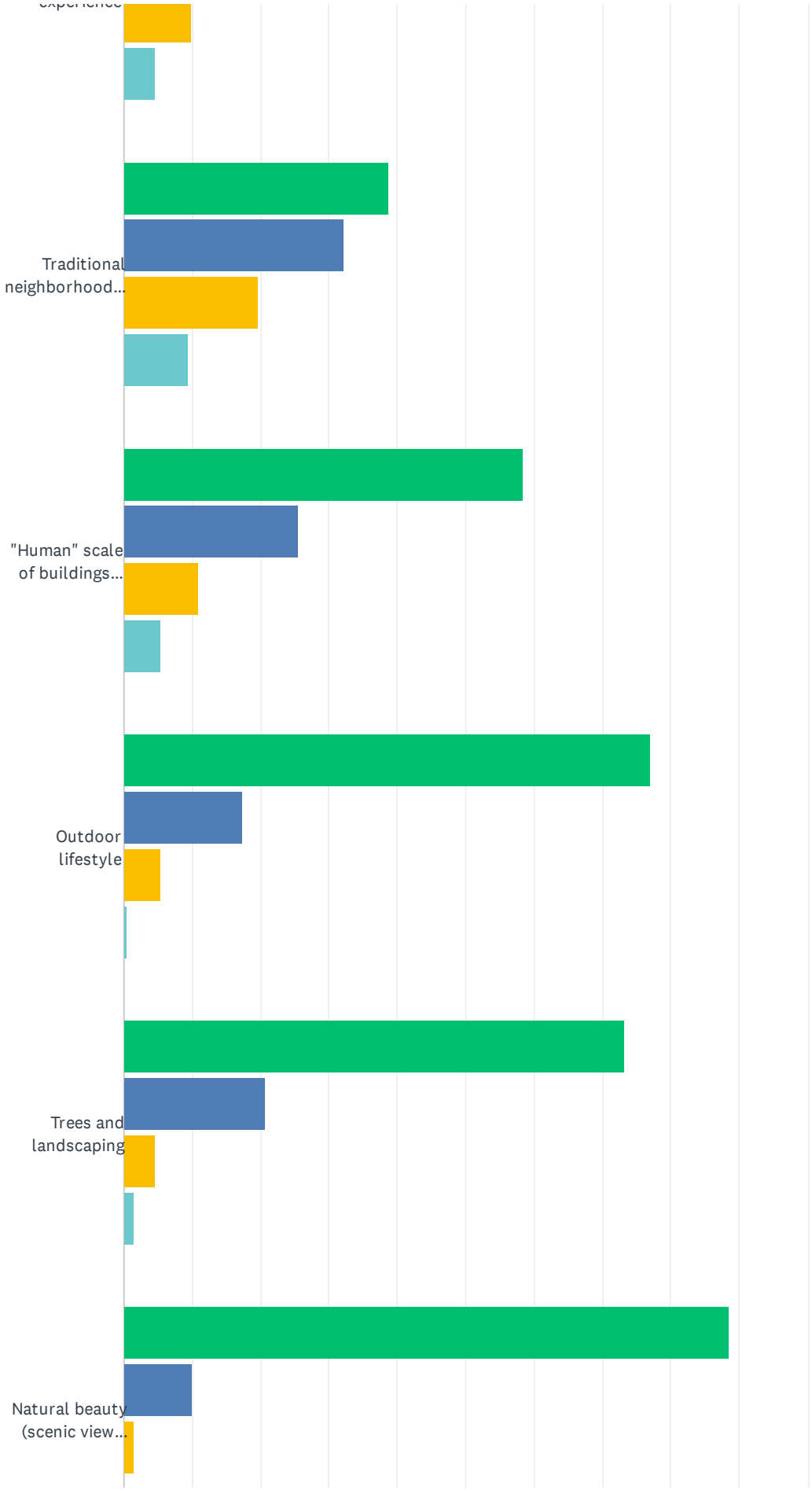
196	The consistent flavor balance experienced in a wide range of community settings.	5/22/2020 11:40 AM
197	Authentic. Staying true to historic narrative with opening to grow and be innovative by working local driven ideas of community members.	5/22/2020 11:05 AM
198	small town, friendly, supportive	5/22/2020 10:29 AM
199	Friendly, common values, trustworthy, and strong public safety.	5/22/2020 6:43 AM
200	People with a work ethic	5/21/2020 11:42 PM
201	Based on history and community lifestyle. Such as railroads,ranch life, and catering to local needs.	5/21/2020 9:48 PM
202	I think affordable housing for locals is more important than community character.	5/21/2020 9:16 PM
203	Support and trust in one another	5/21/2020 8:27 PM
204	A community that is trustworthy, neighborly, friendly, and shares many common values and ideals.	5/21/2020 6:55 PM
205	The qualities that are unique to this place.	5/21/2020 6:03 PM
206	Welcoming to all, no discrimination	5/21/2020 5:53 PM
207	diversity- celebrated and respected; healthy appreciation for the arts and recreation; balance between preserving our wild places and generating sustainable economic activity.	5/21/2020 5:27 PM
208	The distinctive traits that define our community	5/21/2020 5:06 PM
209	The identifiable aspects of a community that create it's "feel" and appeal or lack thereof.	5/21/2020 5:01 PM
210	People living and working in this town, not a bedroom community. Not a summer population. Not a tourists rule town. Not a town run by absentee property owners. Downtown stores and post office.	5/21/2020 4:39 PM
211	The town's atmosphere, general attitude of the people and overall vibe of the community.	5/21/2020 4:37 PM
212	While community character certainly relies on the residents, it is also about ambiance (such as preserving historic brick buildings without covering them in stucco that will degrade in 10 years).	5/21/2020 4:33 PM
213	Sense that everyone is part of the community and that we all look out for each other, no matter who we are or how much we make	5/21/2020 4:02 PM
214	The fact that the people of Livingston tend to look out for one another and genuinely believe in the good rather than looking for the bad.	5/21/2020 4:00 PM
215	Livingston is a historic town with artists, a vibrant downtown, and quick access to beauty and the outdoors. It's a safe, walkable town with focus on its history, particularly the story of Yellowstone and the innovation in our community. It's a town with ALL kinds of people in many economic tiers. It's livable for a working class of people.	5/21/2020 3:53 PM
216	Keeping land marks and historical buildings and structures. Blending in new buildings and businesses to match our charm. Beautifying streets and parks, keeping our landscape from big box stores.	5/21/2020 3:49 PM
217	Friendliness of the citizens, walkable areas, pleasant parks, a downtown like ours	5/21/2020 3:49 PM
218	adfaf	5/19/2020 7:32 PM

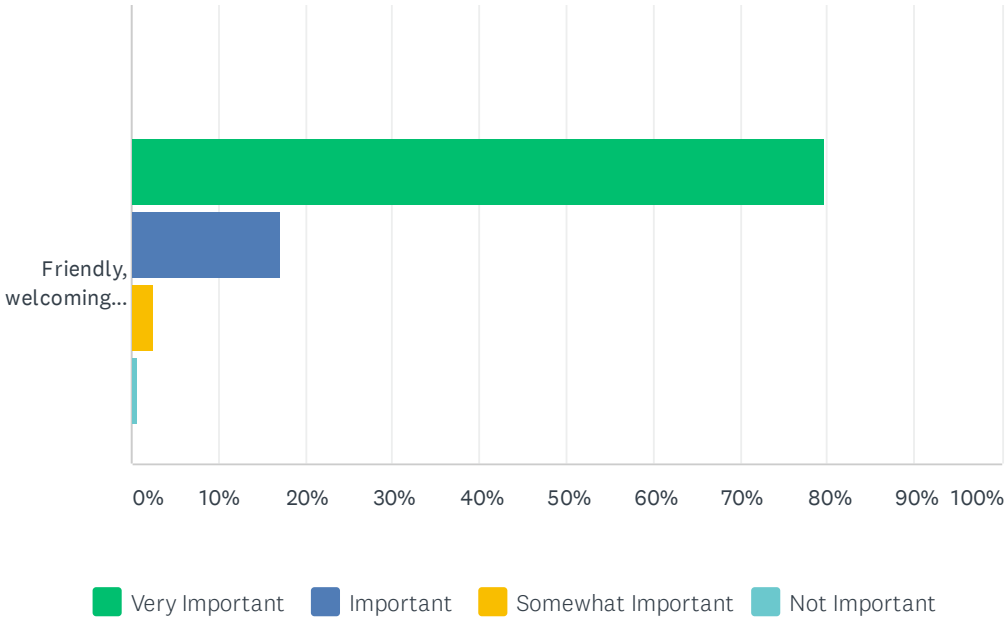
Q2 Based on Survey comments, the following features were identified as contributing to “Community Character”. Please indicate which features are most important to you.

Answered: 282 Skipped: 0




Surrounding open/rural...
Railroad town
Western town
Unique businesses...
Brick buildings
Authentic experience


Traditional neighborhood...
"Human" scale of buildings...
Outdoor lifestyle
Trees and landscaping
Natural beauty (scenic view...


Friendly, welcoming...
0%
10%
20%
30%
40%
50%
60%
70%
80%
90%
100%
Very Important
Important
Somewhat Important
Not Important

	VERY IMPORTANT	IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT	TOTAL	WEIGHTED AVERAGE
Historic buildings/districts	56.94% 160	31.67% 89	9.25% 26	2.14% 6	281	1.57
Charming downtown	63.54% 176	28.16% 78	5.42% 15	2.89% 8	277	1.48
Small town atmosphere	65.83% 183	26.62% 74	5.76% 16	1.80% 5	278	1.44
Compact development style (lack of sprawl)	49.82% 139	23.66% 66	17.56% 49	8.96% 25	279	1.86
Surrounding open/rural landscape	72.50% 203	20.00% 56	6.07% 17	1.43% 4	280	1.36
Railroad town	19.64% 55	26.07% 73	36.43% 102	17.86% 50	280	2.52
Western town	28.36% 78	31.27% 86	26.91% 74	13.45% 37	275	2.25
Unique businesses (locally-owned, not franchise)	70.46% 198	17.79% 50	8.19% 23	3.56% 10	281	1.45
Brick buildings	30.32% 84	32.13% 89	27.80% 77	9.75% 27	277	2.17
Authentic experience	53.79% 149	31.77% 88	9.75% 27	4.69% 13	277	1.65
Traditional neighborhood development style	38.69% 106	32.12% 88	19.71% 54	9.49% 26	274	2.00
"Human" scale of buildings (not bulky, too tall, or too big)	58.27% 162	25.54% 71	10.79% 30	5.40% 15	278	1.63
Outdoor lifestyle	76.98% 214	17.27% 48	5.40% 15	0.36% 1	278	1.29
Trees and landscaping	73.31% 206	20.64% 58	4.63% 13	1.42% 4	281	1.34
Natural beauty (scenic views, river, etc.)	88.57% 248	10.00% 28	1.43% 4	0.00% 0	280	1.13
Friendly, welcoming community	79.72% 224	17.08% 48	2.49% 7	0.71% 2	281	1.24

#	OTHER (PLEASE SPECIFY)	DATE
1	Absence of chain retailers and fast food from downtown -- presence of independently owned businesses only.	6/4/2020 11:29 PM
2	Rid of governmental corruption and attacks on women.	6/3/2020 9:34 AM
3	Individuality, eclecticism, people first and foremost.	6/2/2020 10:26 PM
4	Ease of transportation, both pedestrian and motor vehicle. Sensible city ordinances. Local events that celebrate the people in the city and surrounding community.	6/2/2020 9:21 PM
5	I think that lack of sprawl is super important because it keeps the town "small" while allowing it to grow. I think that building taller buildings is great! I think that making them tasteful is important, locating them close to downtown is important but maybe don't tear down any of the the main street brick buildings. I was in the star district the other day and those suburbs are atrocious. There are way more than you think and you can see them just taking up grassland. My friends and I walked just a smidgen up past a lot and there were native wildflowers and grasses and it was sad to think that the area was going to become a house identical to the one next to it in the next year or so.	6/2/2020 1:07 PM
6	Autehntic means a living community with basic stores, not completely tourist based specialty stores which do not provide for the needs of year round residents.	6/2/2020 10:25 AM
7	This is a superficial set of questions that don't really get at the issues, but just are self reinforcing.	5/29/2020 1:16 PM
8	Too many art galleries, 2nd stores , I don’t buy that stuff. Need a store like the old Anthony’s, wholesome dry goods merchant.	5/29/2020 11:10 AM
9	no roundabouts, need gas station or reason to stop at east end entrance, no "big city" planners wanting to follow designs from large cities, we are not that. Keep it a walking town	5/29/2020 7:27 AM
10	The western lifestyle. Rodeo, livingston roundup, ranching, old pickups, heart k events, Yellowstone park, tourism, are all important to me. Please don’t become Bozeman. We’re close enough to Bozeman, people can go there if they want. Let’s keep livingston, livingston!	5/28/2020 11:46 PM
11	Low light pollution	5/28/2020 10:53 PM
12	THANK YOU!	5/28/2020 10:19 PM
13	Normal stores in downtown instead of only bars and art galleries. Nobody wants to go downtown because there is nothing there to go to.	5/28/2020 7:17 PM
14	Trails for walking and biking are in my opinion extremely important. Connecting the community, even on the outskirts of town to town	5/28/2020 4:56 PM
15	Healthy water, soil and air; Sustainable building and growth; Affordable housing are also very important to me. Also, I didn't know what "authentic experience" would mean to me or what that means generally.	5/28/2020 9:54 AM
16	Keep it simple. Focus on the community and not seasonal influxes of change. Really put the effort to completing a way of travel from north side to Rt. 10 thanks!	5/28/2020 9:52 AM
17	Keep it simple. Focus on the community and not seasonal influxes of change. Really put the effort to completing a way of travel from north side to Rt. 10 thanks!	5/28/2020 9:50 AM
18	Walkable with community trails, river focused and connected	5/28/2020 1:25 AM
19	historic buildings, very important, Historic districts just cause higher taxes and more stupid rules.	5/27/2020 9:59 PM
20	Keeping a small town vibe (Not becoming Bozeman or 90% of these up and coming towns and cities that are littered with atrocious “made in factory” buildings looking to appeal an architectural style that will die faster than the shag carpet)	5/27/2020 9:36 PM
21	Let’s not have what happened in Bozeman	5/27/2020 6:18 PM
22	COMMUNITY SERVICES THAT BENEFIT ALL. HONESTY IN GOVERNMENT. RESPECT FOR THE CONSTITUENTS AND RULE OF LAW	5/27/2020 5:42 PM

23	Pedestian & Bicycle Friendly; Two Way Main Street; Favors People Over Cars; Walkability; Flowers In Front Yards	5/27/2020 4:57 PM
24	Connecting bike and walking paths should be priority to handle the commuting around our crowded small town when the tourists arrive. Opens up opportunities for E-bike businesses, etc.	5/27/2020 4:27 PM
25	Make sure we are supporting vulnerable members of our community and that we are doing the work of creating and supporting an engaged, civil community	5/27/2020 4:22 PM
26	I didn’t place much importance on the railroad because passengers don’t get off here ... I would if they did!	5/27/2020 3:58 PM
27	I've lived in a community who allowed franchise businesses, but adhered to a strict building code, adopting the historical and/or theme represented in the town.	5/27/2020 3:47 PM
28	stop cookie cutter developments that look like any other town in US. Keep housing growth unique, not every 3rd or 4th house the same (dimensions, color, ...). Do not want to become a "Closet Community" that people live in but work and shop in Bozeman.	5/27/2020 3:25 PM
29	limit signage as much as legally possible	5/27/2020 3:21 PM
30	More open land access is good	5/27/2020 2:49 PM
31	Traffic planning is very critical before growth, Bozeman failed this	5/27/2020 2:49 PM
32	Some of tour wording is ridiculous	5/27/2020 2:46 PM
33	We don't need or want another Bozeman with traffic, noise, high cost to everyone....	5/27/2020 2:46 PM
34	In-fill would be great. The north side could really use some more small businesses interspersed businesses within walking distance of homes. We could really use a more extensive trail/biking system. And would love to see public access to railroad buildings!	5/27/2020 2:43 PM
35	Upkeep of property. Code enforcement to keep things from getting so run down. No trailer homes in city limits.	5/27/2020 2:41 PM
36	Environmental Ethics	5/27/2020 2:34 PM
37	A food system is needed so that ALL residents can access affordable, healthy food, all year 'round. The pandemic has revealed so many hungry people!	5/27/2020 2:32 PM
38	innovative, progessive, sustainable	5/27/2020 2:32 PM
39	Incorporating and balancing the progress of change ... and change is constant ... respecting all views	5/27/2020 10:26 AM
40	pathways to encourage biking and walking for pleasure and commute. Please be more thoughtful on developments and avoid urban sprawl.	5/27/2020 10:22 AM
41	It is very important for normal people to not be forced out of town due to increased property prices and taxes. I do not know the answer to this, but our town will be significantly different if the only people who can live here are rich. We need people from all walks of life and income brackets to make this place feel like home. I also think this means that if we can increase jobs we should be willing lose a little bit of our "character" if needed. Just not all of it! Thank you for your consideration.	5/27/2020 10:02 AM
42	Parking garage!	5/27/2020 9:59 AM
43	Amenities such as biking/hiking paths which benefit both citizens and tourists. Also keeping the city pedestrian friendly. The city's "dark skies" ordinance needs to be adhered to, which currently it is ignored by the casino on F St & Park. The bright blue & pink neon lights on its rooftop stay on from dusk to early morning, ruining the night-time views of the city and mountains. All the other downtown businesses turn their neon signage off by 2 AM. Why is the casino exempt?	5/27/2020 9:10 AM
44	Ability to walk and bike to a variety of locations	5/27/2020 7:47 AM
45	Some things that I value in our community’s character: safe and quiet streets; walkability and ride-ability to/from main economic and activity centers; conveniently bumping into familiar faces on the streets; close proximity to trails and natural areas; prioritizing bikes over cars; active volunteers and stewardship; and a growing passion for interconnected trails.	5/27/2020 5:42 AM

46	Ability for people to live and work in the community (i.e. affordable housing, living wage-jobs).	5/27/2020 3:13 AM
47	Bike Friendly	5/26/2020 10:41 PM
48	Lots of trails, parks, and public lands access.	5/26/2020 10:12 PM
49	Parking garage!	5/26/2020 9:40 PM
50	greenspace and parks	5/26/2020 8:56 PM
51	Dark night skies, safe active transportation routes, trails that feature the Yellowstone River and the northside hill (fish p hill), historic Bozeman trail, art installations	5/26/2020 8:11 PM
52	Two lane roads, not four lane highways! Until you've seen it, it is hard to understand how widening roads can destroy accessibility and character.	5/26/2020 8:06 PM
53	Keep the Civic Center, no fancy swimming pool	5/26/2020 7:54 PM
54	Easily accessible walking and bike trails, as much green as possible in town, leash-free trails	5/26/2020 6:19 PM
55	Prioritising active transportation linkages to main economic activities, meaning non-motorised; walkable, ridable, runnable linking a variety of public spaces.	5/26/2020 5:46 PM
56	Activities, such as fly fishing, floating down the Yellowstone, music, festivals, farmers markets, and arts.	5/26/2020 5:42 PM
57	Trail system	5/26/2020 5:09 PM
58	Approachable, not fussy. Blue collar and local.	5/26/2020 4:59 PM
59	People who genuinely are committed to the common good. A structure for having meaningful conversation on future growth.	5/26/2020 4:52 PM
60	The Civic Center building is not something I hold dear. When I think of the historic buildings I love, I think about the beautiful two-story brick buildings on Main Street.	5/26/2020 2:05 PM
61	The kindness and friendliness of this place.	5/25/2020 4:51 PM
62	Finding a balance between supporting our residents through affordable housing and retaining our charming atmosphere is totally doable and crucial.	5/25/2020 9:12 AM
63	Building homes that reflect the culture of our small western town. I see a lot of big contracting companies coming in and building cheap spec homes that no one likes the style of. Giving business to out of town and out off state contractors is deeply upsetting to a lot of poeple here. Also excluding the possibility of buying homes to rent out is deeply unappealing to many community members. It's the same thing with lease only land. Those seem to be big city mentalities that don't fit well in a small town and the push back you are receiving reflects that. If you have any questions I would be happy to help answer them to the best of my ability. Thanks. Brittany S. 406 223 4397	5/22/2020 5:15 PM
64	People who shop local instead of going to Bozeman boxstores or online.	5/22/2020 11:40 AM
65	Well kept and tidy. Strong code enforcement.	5/22/2020 6:43 AM
66	Walking, biking , hiking trails south into valley	5/21/2020 11:42 PM
67	Pride in the appearance of residential buildings and yards. Lots of rundown properties negatively impact the overall character.	5/21/2020 6:55 PM
68	Regulation of vacation rentals. They'll kill this town in so many ways! Look at the battle Jacson Hole has.	5/21/2020 6:03 PM
69	Trails!	5/21/2020 4:50 PM
70	Recognition of, and empathy and help for, those in need. Inclusive community spirit	5/21/2020 4:02 PM

Press Releases

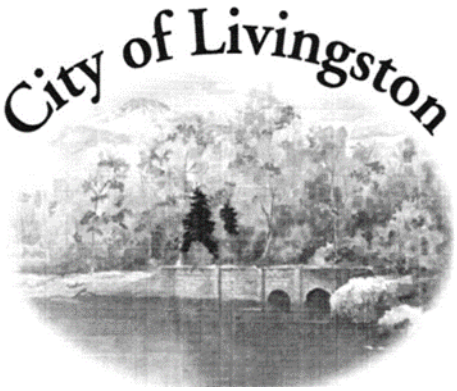
The City issued press released throughout the Growth Policy Update process to notify community members about the project and public engagement opportunities.

The press releases are included on the following pages.

City Manager
Michael Kardoes

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(406) 823-6000 phone
(406) 222-6823 fax

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Dorel Hoglund

Vice Chair
Quentin Schwarz

Commissioners
Mel Friedman
Warren Mabie
Melissa Nootz

For Immediate Release: City of Livingston

November 5, 2019

The City of Livingston has begun a process to update to the 2017 Growth Policy. The City seeks to update the Growth Policy to reflect the needs and desires of the community and to provide meaningful guidance for the City for future land use decisions. On October 1, 2019, the City Commission passed a resolution to hire Burton Planning Services (the consultant) to perform the update.

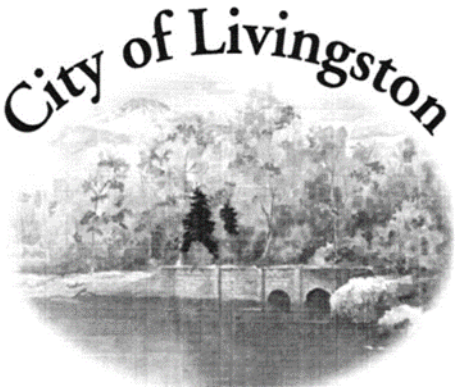
Major steps will include collecting and analyzing information pertinent to all facets of the Growth Policy such as economy, housing, land use, local services, population, public facilities, natural resources, transportation, intergovernmental coordination, policies and regulations, and more. The consultant and the City are meeting this week to kick off the Growth Policy Update process. The City Commission will hear from the consultant at 5:30 PM, November 5 in the City – County Complex at 414 East Callender Street, where they will discuss the update process in detail. The process will continue through September 2020 when adoption is anticipated. In the meantime, opportunities will be available to provide input on goals and components of the Growth Policy.

Look and listen for the launch of an interactive website where you will be able to review the progress of the Growth Policy Update and sign up to receive updates, a social media presence, information in your utility bills, and a public survey.

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For Immediate Release: City of Livingston

December 17, 2019

The City of Livingston has begun a process to update to the 2017 Growth Policy. The City seeks to update the Growth Policy to reflect the needs and desires of the community and to provide meaningful guidance for the City for future land use decisions. On October 1, 2019, the City Commission passed a resolution to hire Burton Planning Services (Burton Planning) to perform the update.

What is a growth policy, you might ask? A growth policy is an official public document that is intended to guide future social, physical, environmental, and economic growth and development of a place. A growth policy is required by the State of Montana as outlined in the Montana Revised Code.

The purpose of Livingston's Growth Policy update is three-fold:

1) It will serve as an integral land use planning guidance tool as the community, including the 2-mile extraterritorial jurisdiction, grows and develops;
2) It will reflect the desires and needs of the community as well as the existing and future capacity of the City's infrastructure, economy, and natural environment; and
3) It will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

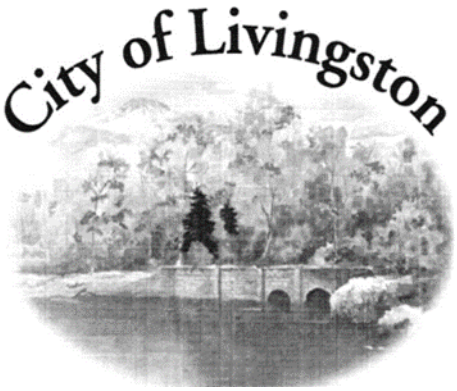
The Growth Policy Update process is has started with data collection and analysis - both technical information to understand the types, availability and condition of services, infrastructure, and other things in the City and surrounding area, and non-technical information to understand the community's opinion of Livingston's future. Next steps include establishing goals and objectives, projecting growth trends, identifying the community's needs and opportunities, and finally drafting and adopting a growth policy. The entire process will last into September 2020.

There will be many ways to be involved. Currently through January, you may take a survey about your opinions on priorities for the Growth policy on the project website: burtonplanning.com/LivingstonGrowthPolicy, also accessible via the City of Livingston's website. On January 28, 2020, there will be a community meeting from 6 – 8 PM at the City-County Complex at 414 E. Callender Street, Livingston. Additional opportunities for involvement will be advertised online, via radio and newspaper, on your utility bill, and throughout town. Sign up to be contacted with updates on the website or through Faith Kinnick at (406) 823-6002.

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For Immediate Release: City of Livingston

January 23, 2020

The City of Livingston is in the process of updating the 2017 Growth Policy. The City seeks to update the Growth Policy to reflect the needs and desires of the community and to provide meaningful guidance for the City for future land use decisions. On October 1, 2019, the City Commission passed a resolution to hire Burton Planning Services (Burton Planning) to perform the update. The entire process will last into September 2020.

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3) It will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

The Growth Policy Update process is in the stage of collecting and analyzing information - both technical information to understand the types, availability and condition of services, infrastructure, and other things in the City and surrounding area, and non-technical information to understand the community's opinion of Livingston's future.

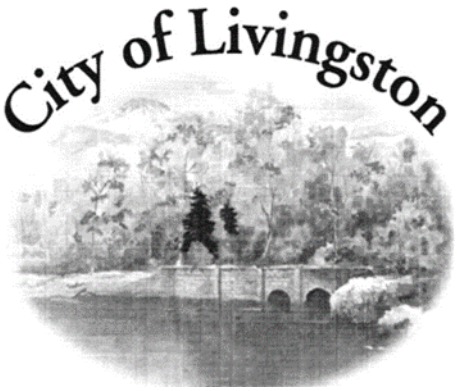
On Tuesday, January 28, 2020 from 6 – 8PM at the City-County Complex at 414 E. Callender Street, Livingston, there will be a community meeting to get the public's input on the Growth Policy update and to share information about the project.

Other current ways to be involved include following the City of Livingston on social media, visiting the project website for general information and updates, and taking a public opinion survey on the website: burtonplanning.com/LivingstonGrowthPolicy. Print versions of the survey are available at various locations. Contact Faith Kinnick at (406) 823-6002 for locations and instructions. The survey will be available through January 31, 2020.

City Manager
Michael Kardoes

414 East Callender Street
(406) 823-6000 phone
(406) 222-6823 fax

citymanager@livingtonmontana.org
www.livingstonmontana.org



Incorporated 1889

Chairperson
Dorel Hoglund

Vice Chair
Quentin Schwarz

Commissioners
Mel Friedman
Warren Mabie
Melissa Nootz

For Immediate Release: City of Livingston

June 5, 2020

The City of Livingston is in the process of updating the 2017 Growth Policy. The City seeks to update the Growth Policy to reflect the needs and desires of the community and to provide meaningful guidance for the City for future land use decisions. On October 1, 2019, the City Commission passed a resolution to hire Burton Planning Services (Burton Planning) to perform the update. The entire process will last into October 2020.

What is a growth policy, you might ask? A growth policy is an official public document that is intended to guide future social, physical, environmental, and economic growth and development of a place. A growth policy is required by the State of Montana as outlined in the Montana Revised Code.

The purpose of Livingston's Growth Policy update is three-fold:

1) It will serve as an integral land use planning guidance tool as the community, including the 2-mile extraterritorial jurisdiction, grows and develops;
2) It will reflect the desires and needs of the community as well as the existing and future capacity of the City's infrastructure, economy, and natural environment; and
3) It will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

The Growth Policy Update process is in the stage of developing goals and objectives. Goals and objectives will be based on input received by the community through online surveys, community and stakeholder meetings, and general public comments, as well as factual information about the demographics, housing, economy, natural environment, public services, transportation network, and land use in Livingston.

On Tuesday, June 16, 2020 at the Civic Center at 229 River Drive, Livingston, there will be two community meetings to get additional community input on the Growth Policy update and to

share information about the project. The same meeting will be held at two different times from 12-2 PM and 5-7 PM. Each meeting will be limited to 50 attendees as a public safety precaution. You may RSVP via the City's calendar at www.livingstonmontana.org/calendar. You may also contact Faith Kinnick at (406) 823-6002

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City of Livingston

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For Immediate Release: City of Livingston

June 22, 2020

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What is a growth policy, you might ask? A growth policy is an official public document that is intended to guide future social, physical, environmental, and economic growth and development of a place. A growth policy is required by the State of Montana as outlined in the Montana Revised Code.

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The Growth Policy Update process is in the stage of developing goals and objectives. Goals and objectives will be based on input received by the community through online surveys, community and stakeholder meetings, and general public comments, as well as factual information about the demographics, housing, economy, natural environment, public services, transportation network, and land use in Livingston.

On Wednesday, July 1, 2020, at 6 pm, log on for a virtual community meeting to get an update on the project and to share your input. The meeting with feature the same presentation from

the June 16th Community Meetings, and will be followed by questions and answers. Pre-registration is not required.

Join Zoom Meeting:
https://us02web.zoom.us/j/84277127595?pwd=K3V3NDlYcytzQi93a3NXRTNwSnJKUT09

Meeting ID: 842 7712 7595
Password: 659409

Call In:
(669) 900-6833 US (San Jose)

For additional information, you may visit the project website at http://burtonplanning.com/LivingstonGrowthPolicy/ or contact Faith Kinnick at (406) 823-6002

Website

The project website - http://burtonplanning.com/LivingstonGrowthPolicy/ - was active for the duration of the Growth Policy Update process. It contained seven pages with information that was updated when available:

- Home: Links to most relevant content, search bar, and email sign-up form
- About: Overview of process, and project team information
- News & Updates: Listing of notifications about relevant media coverage or deliverables; also includes the Monthly Status Reports
- Community Participation: Meeting agendas and summaries, survey links and summaries, email sign-up form, and community feedback form
- Contact: Point of contact for questions and comments
- FAQ: Frequently asked questions related to the Growth Policy Update process
- Draft Documents: Project deliverables available for review and comment

Screen captures of each page as they existed in September 2020 are included on the following pages to demonstrate the website setup and content. The Monthly Status Reports are also included.

CITY OF LIVINGSTON GROWTH POLICY

Home | About | News & Updates | Community Participation | Contact | FAQ | Draft Documents



What is the Growth Policy?

Find out about the Livingston, Montana Growth Policy.

Learn More

Opinions on Future Growth Areas

Learn more about the community's opinions on future development.

Learn More

Draft Community Profile

Read about Livingston's demographics, natural resources, services, and more.

Learn More

Community Meeting Recap

Learn more about what was covered at the June 16 and July 1 Community Meetings.

Meeting Summaries

Welcome Livingston!

Welcome to the homepage of the Livingston, Montana Growth Policy project website. On this website, you can find information on the project, who is involved, and how you can participate.

Please take a look around and sign up with your email address using the form to the right to receive updates on the Growth Policy planning process so you stay informed!

Type your search

Sign Up for Email Updates

Name *

First Last

E-mail *

Submit

CITY OF LIVINGSTON
GROWTH POLICY

About the Livingston Growth Policy

Description

The City of Livingston began a process to update to the ***2017 Growth Policy*** in October 2019. The City sought to update the Growth Policy to reflect the needs and desires of the community and to provide meaningful guidance for the City for future land use decisions.

On October 1, 2019, the City Commission passed a resolution to hire Burton Planning Services (the consultant) to perform the update. Major steps included collecting and analyzing information, determining community concerns, and making recommendations pertinent to all facets of the Growth Policy such as economy, housing, land use, local services, population, public facilities, natural resources, transportation, intergovernmental coordination, policies and regulations, and more.

The process will continue through January 2020 when adoption is anticipated. In the meantime, opportunities will be available to provide input on goals and components of the Growth Policy.

Project Team

City of Livingston
Michael Kardoes, City Manager
Jim Woodhull, Director of Building, Planning & Code Enforcement
Mathieu Menard, Deputy Director of Planning
Faith Kinnick, Administrative Assistant

Burton Planning Services (BPS)
Amelia Mansfield, Planning Manager (Project Manager)
Kimberly Burton, President
Jim Lenner, Community & Economic Development Director
Anna van der Zwaag, Associate Planner
Brett Morris, Associate Planner
Kevin Buettner, Associate Planner
Ruchi Agarwal, Associate Planner

Applied Communications
Kate McMahon, Principal

CITY OF LIVINGSTON
GROWTH POLICY

News & Updates

All of the latest news related to the Livingston Growth Policy will be uploaded to this page.

Draft Community Profile is Available (8/12/20)

The Community Profile is one chapter of the 2020 Growth Policy update. The Report summarizes the existing conditions of the City, along with the community's unique characteristics that impact and will be affected by future growth within and adjacent to the City. The Report establishes a baseline upon which the recommendations of the Growth Policy will be built.

Read the Community Profile Download

Information on how to provide comments, and to view other draft documents: Draft Documents page

Survey Results are Available (5/8/20)

Visit the Community Participation page of the website to read the survey summary.

Monthly Status Reports

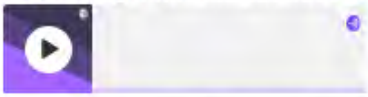
Check here for monthly reports on the progress of the Growth Policy.
GrowthPolicyStatusReports Download

Montana Public Radio's Story on The Growth Policy Update (1/30/20)

https://www.mtpr.org/post/livingston-drafting-new-growth-policy

Fast forward to 7:40 to begin listening to the story.

City Manager Michael Kardoes' interview on "A Podcast Runs Through It." (1/17/20)



Fast forward to 20:46 to begin listening to Mr. Kardoes' interview.

City of Livingston Commission Meeting (11/5/19)



You can also download the presentation **here**.

CITY OF LIVINGSTON
GROWTH POLICY

Community Participation



The City of Livingston welcomes feedback from the community throughout the Growth Policy planning process. There are several ways you can participate in this process:

1. Attend meetings.
2. Sign up to receive updates throughout the planning process.
3. Use the Community Feedback Form to provide any feedback, including questions, comments, and recommendations on Livingston's Growth Policy.

Mini-Survey on Community Character

We wanted to know more about your opinions on preserving community character, so we issued a brief survey to hear from you. Over 280 people responded between May 25 and June 5, 2020! **Below is a graphic showing the most common themes mentioned when asked to define "community character".**



Opinions on Future Growth Areas

As part of the Community Meetings on June 16 and July 1, 2020, and for a period of time online thereafter, community members shared their opinions on development that could occur in the future growth areas and the Extra-Territorial Jurisdiction.

Summary of Community Opinions Download

Virtual Community Meeting #2 – July 1, 2020

Community members logged on to hear a status update on the Growth Policy process and continue the discussion about the future of Livingston. *Featured the presentation from the June 16th Community Meetings.* Questions and answers followed.

PDF copy of presentation here: Download



Watch a recording of the meeting.

Continued from previous page.

Community Meeting #2 – June 16, 2020

Community members attended two instances of this meeting on June 16th – 12 pm and 5 pm – at the Civic Center to hear an update on the Growth Policy process and continue the discussion about the future of Livingston.

PDF copy of the presentation here: Download

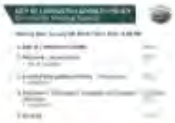
Visual Preference Survey Results Summary: Download

Survey Results Summary



See who responded to the survey and what they had to say about their opinions on priorities to include in the Growth Policy (***click here to download a PDF***).

Community Meeting #1 – January 28, 2020



Find out what was discussed at the Community Meeting by reading the summary (***click here to download a PDF***).

See a summary of the Visual Preference Survey results (***click here to download a PDF***).



Sign Up to Receive Updates

Name *

First Last

E-mail *

Submit

Community Feedback Form

Name *

First Last

Email *

Phone Number (Optional)

Comment or Message *

CITY OF LIVINGSTON
GROWTH POLICY

Home About News & Updates Community Participation Contact FAQ Draft Documents

Home > Contact

Contact

Faith Kinnick, Administrative Assistant

City Manager's Office

110 S. B Street, Livingston, MT 49047

Phone: 406-823-6002

Email: fkinnick@livingstonmontana.org

CITY OF LIVINGSTON
GROWTH POLICY

FAQ

What is a Growth Policy?

- A growth policy is an official public document that is intended to guide future social, physical, environmental, and economic growth and development of a jurisdiction.
- A growth policy is required by the State of Montana as outlined by the Montana Revised Code.

What is the purpose of Livingston's Growth Policy Update?

- It will serve as an integral land use planning guidance tool as the community, including the 2-mile extraterritorial jurisdiction, grows and develops.
- It will reflect the desires and needs of the community as well as the existing and future capacity of the City's infrastructure, economy, and natural environment.
- It will name the best locations for growth and assist the City with ensuring that development and investment occurs appropriately.

What topics will the Growth Policy address?

- Economy
- Housing
- Intergovernmental Coordination
- Land Use
- Local Services
- Natural Resources
- Policies, Regulations, and Other Measures
- Population
- Public Facilities
- Transportation

What is the timeline for Livingston's Growth Policy Update?

Project kickoff and initial collection of information	October – December 2019
Survey, community meeting, & establish goals and objectives	December 2019 – March 2020
Project growth trends, identify needs, & community meeting	March – July 2020
Update the Growth Policy	July – October 2020
Finalize the Growth Policy & adopt	October – December 2020

How can I be involved?

Visit the Community Participation page for information on meetings and other ways to provide your input.

Draft Documents

This page hosts the latest versions of the Growth Policy and associated documents.

Please direct any feedback on the draft documents to:

Faith Kinnick, Administrative Assistant | City Manager's Office | 110 S. B Street, Livingston, MT 49047 | Phone: 406-823-6002 | Email: fkinnick@livingstonmontana.org or via the **Community Feedback Form** (you will see it at the bottom of the page after you click the link).

Draft Community Profile

The Draft Community Profile documents the "existing conditions" within Livingston as pertain to the topics that will addressed in the Growth Policy. The Draft Community Profile provides a snapshot in time.



You may view the Draft Community Profile by clicking the "Download" button below.

Thank you, to everyone who took the time to read and comment on the Draft Community Profile. The Project Team and City will consider everyone's comments as we finalize the Community Profile and draft the other sections of the Growth Policy.

Community Profile Download

Introduction

Public participation was integral to the development of the Growth Policy Update. The public informed the development of the overarching vision of the Policy, as well as the formation of goals, objectives, and strategies for implementing their vision. As such, public engagement occurred throughout the planning process. This appendix showcases the materials used to advertise and facilitate public participation activities, as well as documentation of those activities and their outcomes. It is organized into four sections: Events, Surveys, Press Releases, and Website.

Appendix Figure 1: Timeline of Public Involvement Activities

City Commission Kick-off	• November 2019
Community Meetings	• January 2020 • June 2020 • July 2020 (Virtual)
Listening Sessions	• November 2019 - Key Informants • January 2020 - Boards & Commissions
Community Survey	• January through February 2020 • 1000+ Responses
Visual Preference Exercise	• 60+ participants at January meeting commented • Comments on 40+ photos
Growth Policy Web Site	• On-going Updates • On-Line Comment Form
Topic Specific Online Questionnaires	• Community Character - March 2020 • Future Growth Areas - June 2020
Planning Board Public Meetings	• October - December 2020
Other Outreach	• Press Releases • City List-Serve

Planning Board and Committee Comments

Official comments of the Planning Board and committees on the Draft Growth Policy are documented on the following pages.

- Parks and Trails Committee – November 18, 2020
- Conservation Board – November 19, 2020
- Tree Board – November 19, 2020
- Historic Preservation Commission – November 25, 2020
- Zoning Commission – November 25, 2020

Conservation Board
Growth Policy Draft Feedback

Revision	Changes	Date Adopted
001	Initial Released Document	11-19-2020

Background

The City of Livingston Growth Policy first draft was released by Burton Planning Services on November 2nd 2020. The draft incorporated extensive thoughts from the community and from the city advisory boards.

The Conservation Board provided initial input to the growth policy on 4/29/2020. That is attached to this document, or can be found on the public Google Drive here: https://drive.google.com/open?id=1Dtwiou3cqLEyU2N9JOOFymH1ZLtyeVh6

Audience

This document is intended for Burton Planning Services and City Staff. We will be also sending this to the Planning Board, and the City Commission.

Approach

We reviewed the input we had initially provided and confirmed that the draft captured most of our intent. We reviewed relevant sections of the growth policy together in a public working meeting and created 2 lists: requests for clarifications, and suggestions for improvement. They are on the following pages.

Gratitude

The Conservation Board would like to express gratitude for the work so far and the continued opportunity to provide feedback on the draft. While the feedback is mainly critical, it is because we are in the critical phase of the content creation, not because we are wholly dissatisfied with the draft. In other words, thanks for your work so far.

Requested Clarifications

To Burton - Please send some short answers to the following 3 clarifications to the Conservation Message Board - livingstonmtconservationboard@groups.io

Clarification 1

Page 84 – Zoning Ordinance Section D. Article III-V says: Ensure alignment with Big Sky lighting standards and City Code of Ordinance Chapter 18 - Night Sky Protection Act (sec 30.59 E).
Our Question – What are Big Sky lighting standards?

Clarification 2

Page 37 – Strategy 3.2.2 is Facilitate safe, periodic flooding along the floodplain to support wildlife along the river.
Our Question – what is the intent on this strategy? Most expressions of intent are fine, but its very hard to understand what this would lead to in terms of policy or next step. Is this advocating floodplain creation or protection? Is this advocating flood management infrastructure? What wildlife protection is intended here?

Clarification 3

Page 32 – Section C – No mention of moose or bears in the game or non-game sections as wildlife to plan for. Was this an oversight?

Suggested Edits

These are edits that we suggest with 2 intentions – to ensure our input is properly realized and to make sure the next steps are fairly obvious for the individual strategies.

Suggestion 1

Please organize the document better with unique strategy numbers instead of repeated ones and a comprehensive table of contents in the PDF – it's currently very confusing and difficult to reference specific sections or navigate the PDF without the help of a sidebar table of contents that matches sections.

Suggestion 2

Page 35 - Climate Action Plan Notes and changes
The heading says to refer to the 2017 Montana Climate Assessment. The preferred document that supersedes that is the Montana Climate Solutions Plan from August 2020 which provides significant more detail on implementation strategies than the MCA. That should be the driving reference for this goal

Suggestion 3

Page 35 – Strategy 1.3.1 – Replace aging vehicles for public use
Suggestion - please remove.
Comment: this strategy may have a NEGATIVE effect on climate goals in the short term without detailed analyses – fuel standard changes and electrification of fleet vehicles means that without infrastructure investments, vehicle replacements will likely be fossil fuel based for many classes of public vehicles for another few years. These investments may be better spent in EV infrastructure first while waiting for zero emission vehicles to come to market. Also, strategy 1.3.2 captures climate intent for public vehicles already.

Suggestion 4

Page 35 –
Suggestion - Add a NEW Strategy 1.3.1 – Assess city-wide greenhouse gas emissions footprint and consider setting footprint reduction goals
Comment: This strategy is much more focused on the overall goal of climate action plan, and specifically needed to achieve objective 1.3

Suggestion 5

Page 35 – Strategy 1.3.3 - Reduce urban sprawl through compact development consistent with the Future Land Use Map
Suggestion – MOVE or REPEAT this strategy to page 25 under goal 1 – it fits better in that section and that's where it will be implemented.

Suggestion 6

Page 25 – Goal 1 - Within close proximity to or within the City limits, encourage growth that consumes less energy and encourages sustainability by taking advantage of existing and planned infrastructure, such as transportation, energy, water, and sewer facilities.
Suggestion – Add a new strategy under this goal – Prioritize Infill over expansion when possible to meet sustainability goals.
Comment: This is intended to put the implementation as an actual strategy.

Suggestion 7

Page 78 – Objective 1.3 - Develop an integrated and efficient solid waste management system.
Suggestion – Add several discrete strategies to work this objective – the strategies in place under this objective are too vague. Our new strategy suggestions are:
1.3.4 - Evaluate creating a city wide composting and curbside recycling program.
1.3.5 - Create a community education initiative to reduce confusion and promote effective recycling.
1.3.6 - Increase city capacity for processing green waste to match approximately city output.

Suggestion 8

Page 36 - Strategy 2.1.4 - Assess the percentage of impervious ground cover throughout the City and explore integrating green infrastructure into neighborhoods.
Suggestion – Edit this strategy to include limiting or minimizing impervious cover. Consider removing green infrastructure callout or adding clarification on what that means.
Comment - just calls out assessing, then a poorly defined "green" infrastructure solution. Not sure what green means in this context – pervious natural cover? Permaculture flood retention parks? Impervious cover percentage limits on lots? Suggest calling out explicitly to develop a strategy of how to limit or minimizing impervious cover, of which those can be evaluated as part of a solution.

Suggestion 9

Page 84 – Zoning Ordinance
Suggestion – Add the following - Investigate updating zoning to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse-gas emissions, Water use reduction, Solid waste reduction, Reuse of current resources, and coordination of project work to reduce disruption and waste.

Suggestion 10

Page 85 – Subdivision Regulations
Suggestion – Add the following - Investigate updating subdivision plan requirements to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse-gas emissions, Water use reduction, Solid waste reduction, Reuse of current resources, and coordination of project work to reduce disruption and waste.

Suggestion 11

Page 88 – Planned Unit Development Overlay

Suggestion – Add the following - Investigate updating PUD plan requirements to consider lifetime cost to the taxpayer, tax revenue projections, greenhouse-gas emissions, Water use reduction, Solid waste reduction, Reuse of current resources, and coordination of project work to reduce disruption and waste.

Suggestion 12

Page 116 – Infrastructure management strategy

The following recommendations from our original letter should be incorporated into the infrastructure management strategy:

- City-owned acquisition, investments, and building decision-making
    - The city should update its life-cycle cost analysis procedures for major acquisitions and investments including vehicles, buildings, service equipment, and infrastructure to identify and value:
        - Cost to the taxpayer
        - Greenhouse-gas emissions
        - Water use reduction
        - Solid waste reduction
        - Reuse of current resources
        - Consolidation of project work

The city should use best practices during major infrastructure decisions that considers reduction in resource consumption with the same goals as above.

The Livingston Historic Preservation Commission (HPC) held a special meeting on Friday, November 20th to discuss the City's Growth Policy draft and make recommendations to the City regarding the policy and items specific to the Historic Preservation Commission's goals as an organization. The HPC collectively agrees that the downtown area, including the historic districts, is in dire need of additional study because of the potential for this specific area to satisfy many of the goals defined in the Growth Policy draft.

The Historic Preservation Commission's recommendations for the Growth policy are as follows:

1. Explore creating a specific Downtown Master Plan utilizing the existing Urban Renewal Agency (URA) boundaries as the Master Plan boundaries, of which the downtown historic district is a part. This plan should be a parcel-by-parcel review of the properties in this area and should include, but not be limited to, the following items:

    a. Promote the Historic Preservation Commission as a source of information and support.
    b. Support and increase grants from TIF Monies for façade and structural upgrades.
    c. Identify specific development opportunities and encourage infill development for underutilized or vacant properties.
    d. Encourage housing densification, low income housing, and housing re-development in the downtown area.
    e. Reduce impact fees in town for revitalization and preservation.
    f. Encourage downtown second story/upper floor development with incentives.
    g. Encourage use of Historic Tax credits (see item #2 below).
    h. Encourage use of low-income tax credits.
    i. Create a Downtown parking district or study commission.
    j. Create a Downtown traffic study with recommendations.
    k. Work with Park Local Development Group to encourage micro and standard loans.
    l. Encourage Urban Renewal Agency resources (see item #3 below).
    m. Promote economic development, urban revitalization, and historic preservation grants through the Montana Main Street Program.
    n. Encourage Accessory Dwelling Units (ADU) where appropriate.
    o. Revise the policy language: under the item "City of Livingston-Other Entities", add Historic Preservation Commission as an "other entity".
    p. Create specific design standards for renovation and new construction in the downtown area.

2. Utilize and strengthen existing devices already in place that can help promote growth and re-development, such as the city's already-in-place Tax Abatement Policy (Resolution 4551) which includes tax abatement incentives for remodeling, reconstruction or new construction for qualifying historic properties.

3. Support and strengthen the effectiveness of the Urban Renewal Agency through enhanced resources such as funding, staffing (similar to the HPC's city staff), grants, loans, etc.

Respectfully,

Livingston Historic Preservation Commission
November 25, 2020

To: Livingston Planning Board
From: Livingston Parks & Trails Committee
Date: November 18, 2020
Re: Comments on the Livingston Growth Policy Full Draft 10/2020

"What defines the character of a city is its public space, not its private space."
-Dr. Joan Clos, Executive Director, UN Habitat

The goal of the Livingston Parks & Trail Committee's growth policy recommendations is to promote healthy, active lifestyles and social interconnection through a network of outdoor recreation opportunities that highlight our natural, cultural and scenic resources for citizens of all ages, physical abilities, and neighborhoods, and to increase our community's active transportation network.

Previous PTC comments were submitted to Burton Consultants in January, February, July and September 2020 (see enclosed Addendum A). Comments submitted included attachments or hyperlinks to the following guiding documents:

- 2012 Parks & Trails Master Plan
- 2007-2008 Livingston/Park County Trails Plan
- 2019 Parks & Trails Committee Strategic Plan
- 2019 Outdoor Recreation Survey results

The latter three guiding documents (listed above) are not referenced in the body of the Growth Policy Full Draft dated Oct. 2020. The 2007-2008 Trails Plan and 2019 Outdoor Recreation Survey in particular provide a wealth of information about the parks and trails improvements local residents have said they want in our community and we encourage the Planning Board to review those documents.

The following comments are organized per consecutive chapter of the Growth Policy draft:

Chapter 1. Introduction: Section B. Growth Policy Update Process

- The PTC has dedicated appreciable resources to providing meaningful comments throughout this process. It's unclear why some previous comments have not been incorporated. We would appreciate understanding why comments – in some case, corrections – are not included. Further, we would like to see a categorization of the larger scope of public comments that have been submitted.

Chapter 2. Population & Community Character

- The short mention of what makes up Livingston's character in the Introduction of Chapter 2 – "the history, culture, and feel of the community" – does not specifically note the natural environment, which PTC believes is a key element of our town's character.

- By contrast, the introductory paragraph of Chapter 4 highlights the value of the area's natural resources. Understanding the value that residents place on the outdoors – the river, the mountains, and the habitat – helps us make decisions to protect these features and reinforce our identity. Along these lines, PTC supports a more inclusive goal in Chapter 2 to recognize the natural environment:

  > **Goal 2*: Make Livingston an arts, cultural and outdoor destination paying homage to the rich local history of the area and our unique natural environment.***

- **Objective 2.2** and its strategies appropriately envision Livingston as a community recognized for its parks and trails system. Please consider the following text edits:

  > **Strategy 2.2.2:** ***Identify areas of existing parks and trails that highlight unique Livingston attributes, particularly its natural habitats.***

- We suggest adding a strategy to address <u>future</u> parks and trails:

  > **New strategy:** ***Identify and adopt ways to highlight unique Livingston attributes, including its natural environment, in the development of new parks and trails.***

- Incorporation of artwork and cultural facilities throughout our parks and trails system (Strategy 2.2.3) is something the Parks & Trails Committee has strongly supported and its inclusion here is appropriate.

Chapter 3. Land Use

- **Section E. Open Space** states 170 acres of the City is parkland and references Figure 3.2 entitled Open Space in Livingston. The photo is not of parkland. It is a view of Livingston. A photo of Livingston's parkland would be more appropriate.

  Further, the use of the "170 acres of parkland" is confusing and needs confirmation and clarification. Table 9.3 lists the parks and their acreage; it does not provide acreage for all parks and the data do not add up to 170 acres. We question the accuracy of the 170 acres figure and think this figure should agree with Table 9.3 and clarify any differences (see Chapter 9, below, for more detailed comments).

- The discussion of open space should extend beyond city parks to school spaces, undeveloped private lands, private parklands and other undeveloped public properties.

  Add: ***Broader discussion of open space. Provide consistency between the acreage used in this Open Space section and the later discussion on Parks.***

- **Section F. Health Hazards** The community would benefit from a map of the brownfields sites, along with a characterization of each site and possible potentials for future use. This is of particular importance if the community is to achieve its goal related to brownfields rehabilitation (**Goal 5. Rehabilitate brownfields for new development**). For example, in 2002, the EPA completed a brownfield assessment of one of our largest parks, Mayors Landing. The EPA recommended restrictions on its future development because of the underlying landfill. Mayors Landing is currently used as a dog park, but it is often suggested for more development that is likely inappropriate.

  Add: ***Expanded characterization of brownfield sites and map of brownfields.***

- Additional information related to the Burlington Northern Livingston Shop Complex contamination (described in section **4.B. Groundwater**) could be referenced in this section. The BN contamination of soil and groundwater is part of a comprehensive list of past and current polluted sites that may restrict land use, including new parks or trails.

  Add: ***Reference to BN Shop Complex contamination to this section.***

- We suggest adding a focus on restoring as well as conserving environmentally significant areas and recognizing the potential environmental significance of certain areas.

  Goal 3. ***Conserve and regenerate environmentally significant areas.***

  Objective 3.1. ***Identify, conserve and/or regenerate areas that may provide habitat for significant plant or wildlife species or make a significant contribution to environmental quality, as well as areas, sites, structures or objects with historical, architectural, environmental or cultural significance.***

- Similarly, PTC suggests amending Objective 3.2 and Strategy 3.2.1 to add incentives to developers for restoration of damaged areas.

  Objective 3.2: ***Provide incentives for property owners who choose to maintain and/or improve environmentally significant areas or acquire an appropriate public interest in the environmentally significant property.***

  Strategy 3.2.1 ***Create a program that provides a residential density bonus for developments that preserve and/or improve environmentally significant areas identified through the inventory and mapping process of Strategy 5.1.1.***

- PTC strongly supports **Goal 4: Encourage the Responsible Growth of Livingston by evaluating proposed development against the ten principles of Smart Growth**. We want to highlight principles numbered 4, 5, 6, 8 and 10 of the "Ten Principles of Smart Growth":
    - to create walkable neighborhoods
    - foster distinctive attractive communities with a strong sense of place
    - preserve open space, farmland, natural beauty and critical environmental areas
    - provide a variety of transportation choices
    - encourage community and stakeholder development and decisions.

Chapter 4. Natural Resources

- We appreciate the addition of the introductory paragraph in this section. We believe it's important to emphasize the value of our community's natural resources.

- **Section F. Vegetation** would benefit from a discussion of the native and/or preferred vegetation, not simply planted tree species and weeds. It should also be noted that Livingston has a 2017 City of Livingston Parks and Trails Noxious Weed Management Plan.

- We noted in previous comments that the City has a Tree Board and the members, along with City staff, have dedicated substantial resources and time to improving tree diversity and health in our parks, along our trails and throughout the community. The City of Livingston has been recognized as a Tree City USA by the National Arbor Day Foundation for many years. There is a 2015 Livingston Urban Forest Management Plan and City Tree Inventory, pointing to the importance of this resource to the community.

    Add: ***Info about native and preferred vegetation, the existing city plans and tree inventory, and the role of the Tree Board and our status as a Tree City.***

- We support Goals 1, 2 and 3 with associated objectives and strategies as they affect parks and trails. The implications of climate change impacting natural areas, vegetation, wildlife and public health, land use, community resiliency, likelihood of natural disasters, etc. cannot be ignored and influence considerations of the design, use and maintenance needs of our parks and trails.

- Strategies under Goal 2 should be expanded to address issues surrounding water quality in the lagoon and along Fleshman Creek through town. Water quality in the lagoon needs to be addressed, as does the need for periodic flows of water in Fleshman Creek from the lagoon downstream, past Mayors Landing to where it empties in the Yellowstone River. The lagoon and Fleshman Creek could be added to Strategy 2.1.1.

Strategy 2.1.1: ***Improve the quality of water bodies, including but not limited to the Yellowstone River, the lagoon, Fleshman Creek, watersheds, wetland, floodplains, groundwater aquifers, and all other waterways.***

- The integration of green infrastructure within our parks and along our trails is something citizens have repeatedly requested, as noted in Livingston's 2019 Outdoor Recreation Survey. "Green infrastructure" includes trees, shrubs, native landscaping and pervious groundcover. We support efforts to integrate green infrastructure throughout the community.

- For the purpose of this document, PTC defines "green landscaping" as utilizing native plants to mimic the natural water cycle. Also called sustainable or eco-landscaping, it is a long-term method to design, create and maintain landscapes in a way that saves time, money and energy. Green landscaping nurtures wildlife; reduces air, soil and water pollution; and creates recreational spaces.

- We recommend reducing long term maintenance requirements through incorporation of native, drought tolerant and cold-hardy and deer-resistant landscaping.

- PTC suggests expanding Strategy 2.1.4 under Goal 2 to reflect the need to accurately measure impervious ground cover and adding a strategy to maximize the use of green infrastructure in our parks and along our trails.

  Strategy 2.1.4: ***Assess the percentage of impervious ground cover throughout the City using the most recent scientific impervious surface limits.***

  New Strategy: ***Integrate native, drought tolerant, cold hardy and deer-resistant green landscaping infrastructure into neighborhoods, parks and along trails.***

- **Goal 3. Promote and manage natural resources, open spaces, and wildlife,** and its objectives must be more than words on paper. This is one of the most important goals in the growth plan, because without a healthy landscape, there would not be a Livingston as we know it now, as noted in the introduction to this chapter. The conservation of areas in their natural setting extends to parks and trails and should be encouraged throughout the City.

  Strategy 3.1.1. should be expanded to address preservation of natural resources and open spaces in existing neighborhoods, not just where growth is occurring.

  Strategy 3.1.1: ***Develop a strategy for the protection and preservation of natural resources and open spaces commensurate with growth in Livingston and in ways that provide these natural open spaces in all neighborhoods of the community.***

- A new strategy should be added that recognizes the existence of the Livingston Parks and Trails Noxious Weed Management Plan that would complement Strategy 3.1.2 to coordinate with Park County's weed control program officer.

  New strategy: ***Implement and continually update the 2017 City of Livingston Parks and Trails Noxious Weed Management Plan.***

- A new goal should be added towards improving the health and diversity of the City's trees and vegetation.

  New goal: ***Sustain and improve the health and diversity of trees and other flora on City property throughout Livingston and encourage and incentivize property owners to do the same.***

Chapter 5. Housing

- This chapter could benefit from a description of where the most affordable homes are located, whether stratification is occurring within the community based on income, and how well various areas of the community are served (or not served) by active transportation networks, including trails and sidewalks. Similarly, the goals for this section could address providing recreational trails, parks and transportation options to help meet the needs of residents looking for housing. We suggest expanding Strategy 1.4.2 to also promote access to ADA-accessible trails, parks and infrastructure.

  Strategy 1.4.2: ***Promote inclusion of ADA-accessible units in new housing developments through the adoption of "Universal Design Standards" that remove barriers for mobility and work to provide ADA-accessible parks, trails and sidewalks in these neighborhoods.***

- The City's ADA Transition Plan helps address sidewalks and identifies priority areas and projects.

Chapter 6. Economy

- **Section E Tourism** implies the City's value is as a gateway to other areas and does not sufficiently describe the City's value as an outdoor recreation destination, ignoring the enthusiasm for the natural environment. Protecting our outdoors is important as we grow and continue to work to retain a healthy community and economy.

- **Goal 2** should be expanded to recognize Livingston's value as a recreation destination.

  Goal 2: ***As a major gateway to Yellowstone National Park and an outdoor recreation destination, enhance and manage the City's tourism and hospitality***

industry to highlight its unique historical, outdoor and cultural qualities and strengthen its economy.

- We would suggest not simply saying in Objective 2.1 that we want to minimize environmental impacts of tourism, but note that we want to promote, highlight and protect our natural environment, including our parks and trails.

  Objective 2.1: ***Promote local tourism that highlights and protects our outdoor environment, supports local culture, and advances economic diversification and job creation.***

- There should also be a strategy under Objective 2.1. that recognizes the potential for Livingston as a recreation destination.

  New strategy: ***Identify opportunities for Livingston as an outdoor destination, with objectives and strategies that include pursuing efforts to connect to trails and bike routes outside the community and increasing efforts to work with MRL to access unused railbeds.***

- The strategies under **Objective 2.2. Make a good first impression to visitors** should be expanded to recognize the value of a branding for our parks and trails.

  New Strategy: ***Develop effective wayfinding signage and maps to promote our parks and trails system and for locals and tourists to easily find the parks and trails and their amenities.***

- The effects and impacts of COVID and climate change have resulted in a fast-growing visitor population and increased impacts to our parks and trails. This rapid onset requires strategies to manage the increased use of these public spaces. PTC suggests a new strategy to acknowledge and address these challenges.

  New Strategy: ***Create ways to manage the influx of people resulting from COVID and climate change refugees impacting our recreational spaces.***

Chapter 7. Local Services

- **Section F. School Facilities and Enrollment** omits any discussion of the open space found on school grounds. These open spaces are also not identified **under Chapter 3. Section E. Open Space** or in the Parks discussion in Chapter 9. Yet across the country, school yards are increasingly being turned into accessible green spaces to improve children's wellbeing while also building more active neighborhoods.

- We suggest adding this information about open space on school grounds here as well as adopting a new goal with strategies.

Add: ***Information about school open space.***

Add new goal, objectives, strategies: ***Support schools and school-based organizations in development of green schoolyards that meet the needs of children and neighborhoods, include climate-smart features and serve as outdoor classrooms and that may provide recreational opportunities to school-aged children when school is not in session.***

- ***Section H. Historical and Cultural Sites,*** per Addendum A: Historic trails exist in Livingston and need to be acknowledged. These include:
    - The Lewis and Clark National Historic Trail, which is promoted through a 14-sign driving tour extending from Bozeman Pass through Livingston to Sheep Mountain Fishing Access Site.
    - The unmarked Bozeman Trail, which has been proposed for historic trail development north of town, connecting to the existing Bozeman Connector Trail in Livingston. There are opportunities associated with both these trails to expand local trails and tourism.
    - Historic trails listed in the document Getting from Here to There in Park County such as the Arapaho Trail and others that deserve recognition

    Add: ***Discussion of historic trails through Livingston.***

- There are no goals identified in this section associated with any of the historical or cultural sites; we suggest adding an appropriate goal, objectives and strategies.

    New goal, objectives, strategies: ***Maintain our historic sites, support our museums and natural heritage and explore opportunities to identify, protect and provide access to and education of our historic trails.***

- SWe support **Strategy 2.2.2 to pursue an AARP age-friendly community** designation under **Goal 2**. People of all ages benefit from the adoption of policies and programs that make neighborhoods walkable, provide navigable streets and transportation options and establish neighborhood parks. We also support **Strategy 2.3.1 to ensure fulfillment of the Livingston 2019 ADA Transition Plan.**

Chapter 8. Transportation

- **Section H. Active Transportation.** We appreciate the added acknowledgement in the Introduction that the community is interested in a more connected active transportation network for walking and biking both for recreation and utilitarian trips. This section mentions neighborhoods have incomplete sidewalk networks, and others lack sidewalks entirely. A more robust discussion of the lack of sufficient infrastructure such as safe sidewalks, road crossings, bike routes and facilities would be helpful to reinforce important goals, objectives and strategies.

- Similarly, a larger discussion around the challenges of travelling over the railroad tracks should be included in this section. There is no crosswalk across Park Street at Bennett St., and no sidewalk to connect to on the north side of the tracks at Bennett St. The City has just annexed Green Acres, an area likely to be prioritized for future development, and there is already significantly increased interest in accessing the new O Street Connector, the separated pedestrian/bicycle walkway on Veterans Bridge, and the hospital via either Hwy 89 S or the Alpenglow Trail from the north side.

  Add: ***Discussion about status of challenges of existing active transportation network*****.**

- See Addendum related to comments on current parks and trails. The Community Profile only identified the four existing trails noted in the 2012 Master Plan even though the more recent 2019 Parks and Trails map (Exhibit 8.3) lists ten trails and two bridges. This current draft growth policy appropriately removed Moja Park Trail from the list of primary trails, but still says there are four primary trails (and only lists three). It still neglects including key trails such as the O Street Connector Trail, Meyers River View Trail and Alpenglow Trail. Many pedestrians and bicyclists use these latter three trails to access recreational sites and the hospital from the north and east sides of town.

- The **2019 Livingston Parks and Trails map (Exhibit 8.3)** is included in this draft but throughout the plan, different parks and trails names than those on the map are used. Several parks and trails names have changed over time, and a great deal of work went into ensuring the names on the map were the official names adopted by the City. The names should be corrected.

  Add: ***O Street Connector Trail, Myers River View Trail and Alpenglow Trail to the list of primary trails under Active Transportation.***

  Correct: ***The name of the Highway 89 South Bike Path (remove reference to Livingston Depot Central Trail).***

- We are in strong support of the goals, objectives and strategies in Chapter 8. We suggest expanding the scope of a Trails Plan to also incorporate Active Transportation in **Strategy 1.1.6 under Goal 1** and strengthening the strategy to not just explore the possibility of developing an Active Transportation Plan but to actually develop the plan.

  Strategy 1.1.6: ***Develop a Trails and Active Transportation Plan for the City.***

Chapter 9. Public Facilities

- **Section D. Parks- Recreation.** The Parks and Trails Master Plan was released in 2012, so it is almost 10 years old. Priorities were not developed as part of the Master Plan. It is not correct to state, as this draft growth policy does, that "The Plan assessed the park

space within the City and determined that is serves the community's needs." Rather, the Parks and Trails Master Plan says that while 'Livingston offers above average park space, most of Livingston's focus should be on updating and maintaining their existing parks and trails and improving trails connections between them.' The Master Plan also does not address locations of future growth and whether there will be sufficient neighborhood parks to meet those needs. The City needs updated parks and trails plans, with priorities. Trails might appropriately be addressed in a separated Trails and Active Transportation Plan, as noted previously.

- We refer you to the 2019 outdoor recreation survey (results and comments links previously sent in February), which was modeled after the Master Plan survey, to assess more recent priorities of Livingston residents with respect to parks, trails and recreation. The major takeaways are that respondents wanted enhanced trail connectivity and safe pedestrian and bike travel; preserving natural areas and wildlife habitat is a priority; natural trails and more landscaping in parks and along trails are preferred; and residents would like more amenities like vault toilets, improved play structures and shelters.

  Add: ***Reference to most recent outdoor recreation survey results.***

- Recreational trails that are not primary trails (defined as part of an active transportation network) are not addressed in this section or any other section of this draft growth policy. Such trails include the Bitterroot Trail, Hopa Mountain Trail, Moja Park Trail and Summit Trail. There needs to be a discussion and inclusion of these trails, the need for secure legal access to these trails, maintenance needs, opportunities to connect these trails to other trails, sidewalks or roadways and challenges associated with abandonments of rights of way.

  Add: ***List of recreational trails (Bitterroot Trail, Hopa Mountain Trail, Moja Park Trail and Summit Trail) as well as reference those listed under Active Transportation.***

- We suggest amending Objective 2.1 under **Goal 2** to eliminate the singular reference to the somewhat outdated Parks and Trails Master Plan and instead suggest:

  Objective 2.1: ***Actively promote and develop parks, trails, and outdoor recreational areas that promote Livingston's historic, natural, and cultural attributes, as outlined in City plans.***

- We suggest amending Strategy 2.1.1 under **Goal 2** to work to secure legal public access to certain informal trails and maintain public access.

  Strategy 2.1.1: ***Identify, monitor, improve, secure and protect public access to local trails and public lands and partner with others to help ensure public rights-of-ways are open and accessible by the public.***

- We recommend adding two strategies to elevate the need for planning to consider future trail or park locations.

  New Strategy: ***Ensure that developers and those that make decisions about local developments are aware of and take into account the City's trail priorities and help secure new trails or connect to existing trails to achieve those priorities.***

  New strategy: ***Evaluate all requests for abandonment of city lands or rights of ways in terms of whether there could be a value for future trail or park use.***

- We suggest amending Strategy 2.1.2 to also encompass trails.

  Strategy 2.1.2: Seek public input and feedback on current use of the parks and trails system and future capital and programming priorities.

- Another strategy should be amended to develop parks and/or trails and active transportation plans:

  Strategy 2.1.5: Develop an updated Parks Master Plan and a Trails and Active Transportation Plan.

- We look forward to achieving Strategy 2.1.4 to regularly update the parks and trails map which has been received enthusiastically by the public.

- We had previously suggested that **Table 9.3, Parks within the City of Livingston**, should identify the City's various special use/sport parks in Livingston. While the table includes the Miles Park Athletic Complex (baseball, softball and high school football) and the North Side Soccer Park, other special use areas are the tennis courts in Sacajawea Park, the McNair Skate Park and the Jack Weimer Memorial Park (ball field). The Livingston Golf Course, it should be noted, is privately owned.

- This listing of parks within the City of Livingston would more appropriately include Miles Park, rather than Miles Park Lagoon. **Exhibit 8.3. Parks and Trails map**, reflects the inclusion of the civic center, bandshell, skate park and baseball diamonds in Miles Park. The Miles Park Lagoon, according to Park County's interactive map, includes the boat dock, Sacajawea statue and shelter. Firefighter Park is a separate park. The swimming pool is identified separately. Myers River View Park needs to be added to the table.

- In addition, Table 9.3 still maintains incorrect names for some of Livingston's parks and we again refer you to the Exhibit 8.3, which has the most accurate list of the City's current parks and trails, some of which have recently been renamed, as well as trail distances.

- It would be helpful to include the acreage of all parks in this table. As noted earlier, neither this section nor **Chapter 7. Section F. School Facilities and Enrollment**, mentions the sizes, conditions or uses of local schoolyards, although these spaces could offer additional opportunities for recreation.

Amend Table 9.3 Parks:

Correct names of parks for consistency with Exhibit 8.3
Add Myers River View Park
Add acreage for all parks
Identify sports parks
Note the golf course is privately owned

The Parks & Trails Committee appreciates this opportunity to comment and is available to clarify or answer any questions you may have about these suggestions.

Addendum A

Attachment to Livingston Parks & Trails Committee Comments to the Planning Board on the Livingston Growth Policy Draft, submitted Nov. 2020

Previous Parks & Trails Committee comments submitted in the growth policy process:

1. Proposed recommendations and topics for inclusion in Growth Policy, January 10,2020

2. Additional Growth Policy recommendations submitted February 27, 2020

3. Livingston Growth Policy Survey Questions regarding future growth areas, July 8,2020

4. Comments on the draft Community Profile, Sept. 3, 2020

MEMO TO: **Livingston City Commissioners**

FROM: **Livingston Parks & Trails Committee**

RE: **Proposed recommendations and topics for inclusion in the Growth Policy**

DATE: **January 10th, 2020**

The overarching goal of Livingston Parks and Trails Committee recommendations is to enhance the character and unique culture of Livingston, encourage personal interconnection, increase active transportation, promote healthy active lifestyles, provide a network of outdoor recreation activities for citizens of all ages, physical abilities, and neighborhoods and maintain and improve universal access to our unique natural and scenic resources.

As quoted by the American Association of Landscape Architects, "communities should be beautiful places, reflecting the time-honored tradition of civic commitment to high quality and lasting public works. They should protect and enhance natural, cultural and scenic resources and avoid environmental degradation by respecting ecological systems and landscape character."

We suggest that our recommendations are not siloed and honor the interconnected nature of livable communities, thus including other aspects of the growth policy recommendations. For example preservation/restoration of natural ecosystems, increased public enjoyment and experience of Livingston's scenic resources and open spaces, as well as elements of education, jobs, economic development, health and wellness, safety, security and transportation.

The Livingston Parks and Trails Committee provides the following recommendations for the 2020 Growth Plan.

1. **Foster a culture of community collaboration involving parks and trails;**
2. **Maintain and improve existing city parks and trails;** and
3. **Plan for an expanded network of parks, trails and other outdoor recreational areas.**

Each recommendation includes a list of strategies, below, where additional goals and measurable outcomes can be structured in subsequent iterations.

Recommendations are supported by Addendum I: Parks & Trails Committee's 2019 Strategic Plan and Addendum II: Supporting Information.

Recommendation 1: Foster a culture of community collaboration involving parks and trails.

Strategies:

- Update the Livingston Parks and Trails Master Plan with set priorities and create S.M.A.R.T. goals (Specific, Measurable, Achievable, Realistic, and Timely) - based on surveys, comments and community resources
- Establish regular and transparent communication among all stakeholders - e.g. quarterly meetings, more regular communication, committee chair meetings, regular attendance across at other committees
- Prioritize parks, trails, open spaces and recreational fields as the city continues to grow and expand
- Increase community participation in parks and trails-related activities
- Promote parks and trails as community assets
- Maintain an up-to-date PTC webpage
- Explore public/private partnerships in developing, maintaining and revitalizing parks and trails
- Provide opportunities for deeper city/county/community relationships, events, and projects
- Educate and involve the community to drive support for parks and trails in Livingston
- Maintain an open community process and conduct outreach for addressing parks and trails priorities
- Provide opportunity for involvement and interconnectedness of all segments of the community and acknowledge and respond to community demands

Recommendation 2: Maintain and improve existing city parks and trails

Strategies:

- Increase resources for maintaining and improving parks and trails infrastructure
- Provide a variety of parks and trails accessible to citizens of all ages, physical abilities, neighborhoods and incomes
- Acknowledge and incorporate the importance of urban agriculture in the parks and trails network
- Safeguard and enhance natural habitats
- Provide safe and inviting recreational spaces, including natural areas, playgrounds and sites for special events
- Plan for areas will be inviting and safe, offer a sense of belonging and incentivize green infrastructure
- Incorporate trees, plantings, permeable pavement, etc. into parks, trails and parking lots as an integral part of the city's green infrastructure
- Maintain and improve parks and trails in ways that are aesthetically pleasing, inviting and reflect positively on the community
- Incorporate environmentally sound materials in infrastructure to the greatest extent possible
- Incorporate naturalistic and native urban park design elements and materials

- Provide safe and maintained travel routes, trails and sidewalk connections within the city and into other parts of the county

Recommendation 3: Plan for an expanded network of parks, trails and other outdoor recreational areas.

Strategies:

- Ensure that new developments include parks and connecting trails that maintain Livingston's historic, natural and cultural attributes
- Have a well-distributed, connected and sustainable network of parks and trails that will provide people throughout the community with an opportunity to experience and explore nature, engage in physical activity, increase fitness and socialize
- Create development plans for new projects
- Increase opportunities for non-motorized and public transportation access around town and to community parks, trails and other community sites
- Integrate parks and trails guidelines and interests within the design process of all new developments
- Retain and prioritize areas of natural beauty and vistas for public access in the form of parks and trails
- Incorporate parks and trails features that highlight unique Livingston attributes, so that Livingston is seen as a primary destination for parks and trails activity - as one of the best features of Livingston
- Ensure that land use decisions consider the long-term needs for neighbourhood parks and interconnected trails so that the City does not remove from public ownership and use corridors and lots that might be needed for future public access.
- Tailor parks and trails needs towards Livingston's unique dynamic arts community and historical background

Repeated strategies from recommendations 2 that are relevant to new parks and trails development

- Increase resources for maintaining and improving parks and trails infrastructure
- Provide a variety of parks and trails accessible to citizens of all ages, physical abilities, neighborhoods and incomes
- Acknowledge and incorporate the importance of urban agriculture in the parks and trails network
- Safeguard and enhance natural habitats
- Provide safe and inviting recreational spaces, including natural areas, playgrounds and sites for special events
- Plan for areas will be inviting and safe, offer a sense of belonging and incentivize green infrastructure
- Incorporate trees, plantings, permeable pavement, etc. into parks, trails and parking lots as an integral part of the city's green infrastructure
- Maintain and improve parks and trails in ways that are aesthetically pleasing, inviting and reflect positively on the community

- Incorporate environmentally sound materials in infrastructure to the greatest extent possible
- Incorporate naturalistic and native urban park design elements and materials
- Provide safe and maintained travel routes, trails and sidewalk connections within the city and into other parts of the county

Addendum I:

Livingston Parks & Trails Committee 2019 Strategic Plan

Introduction
The purpose of the Livingston Parks and Trails Committee (PTC) is to assist the Livingston City Commission (Commission) in the long-term planning of parks and trails. The major themes of this three-year strategic plan is to (1) build community support, (2) create a solid base for effective communications, and (3) cultivate resources to create a sustainable and interconnected system of parks and trails.

Mission
To advocate on behalf of the public to create and maintain parks, trails, open space and other outdoor recreational opportunities that enhance the quality of life for all of Livingston's residents.

Vision
Enhance community through a system of interconnected parks and trails that offer diverse, healthy outdoor experiences within a rich variety of landscapes and natural habitats.

Values
- Collaboration
- Environmental stewardship
- Commitment to the public good

Goals
- Actively engage with the Commission, primary stakeholders and city departments to ensure that parks and trails are regularly considered and addressed in their decisions, including through the City's Growth Plan.
- Educate and involve the community to drive support for parks and trails in Livingston.
- Expand and improve the current network of parks, trails and other outdoor recreational areas.

Strategies
1. GOAL: Actively engage with the Commission, primary stakeholders and city departments to ensure that parks and trails are regularly considered and addressed in their decisions, including through the City's Growth Plan.

   Strategies:
   - Design and implement a communications plan to communicate to stakeholders and enable outreach and cultivation of partners.
   - Increase presence in all forms of local media

- Participate in relevant community and civic organization events and meetings, attend pertinent Planning Board and City Commission meetings
- Invite City stakeholder employees to attend PTC meetings on a regular basis
- Work with the City to maintain an up-to-date PTC webpage

2. GOAL: Educate and involve the community to drive support for parks and trails in Livingston.

   Strategies:
   - Create community partnerships and make explicit connections to the Active Transportation Coalition, Bike Club and Park County Parks & Recreation Board
   - Provide opportunities for deeper city/county/community relationships, events, and projects
   - Engage the community including conducting a PTC survey

3. GOAL: Expand and improve the current network of parks, trails and other outdoor recreational areas

   Strategies:
   - Collaborate and provide input to long term city and county planning processes
   - Identify and promote potential new and existing parks and trails projects
   - Create a multi-faceted fundraising plan that includes grants, donors, sponsorships and events that support outreach efforts
   - Partner with the community in development of a new wellness center and/or pool

Outcomes

By 2022...

- PTC will regularly consult with and be consulted by the City regarding matters affecting parks, trails and open space, including outreach opportunities.
- Citizens of Livingston will be able to clearly identify PTC and its efforts on behalf of the city.
- There will be a strong coalition of coordinated and active supporters of parks and trails in Livingston.
- The Livingston City Growth Plan will reflect the vision of the PTC.
- Sackett Park exists and a 7-8 mile loop trail connects the existing city parks and trails.

Addendum II: Supporting Information

Center for Disease Control and Prevention Parks and Trails Health Impact Assessment Toolkit
https://www.cdc.gov/healthyplaces/parks_trails/

Metrics for creating healthy communities, American Planning Association, May 2017, Anna Ricklin, aicp | Sagar Shah
https://planning-org-uploaded-media.s3.amazonaws.com/document/Metrics-Planning-Healthy-Communities.pdf

Improving Public Health through Public Parks and Trails: Eight Common Measures
https://www.americantrails.org/resources/improving-public-health-through-public-parks-and-trails

American Association of Landscape Architects Statements
Urban Growth and Development:
https://www.asla.org/uploadedFiles/CMS/Government_Affairs/Public_Policies/Urban_Growth_and_Development_Statement_Only.pdf
Visual Resources:
https://www.asla.org/uploadedFiles/CMS/Government_Affairs/Public_Policies/Visual_Resources.pdf
Livable Communities:
https://www.asla.org/uploadedFiles/CMS/Government_Affairs/Public_Policies/Livable_Communities.pdf
Open Space:
https://www.asla.org//CMS/Government_Affairs/Public_Policies/Open_Space.pdf

Missoula Growth Policy:
https://www.ci.missoula.mt.us/DocumentCenter/View/34746/OurMissoulaGP_full?bidId=

Portland 2035 Comprehensive Plan
https://beta.portland.gov/comp-plan/2035-comprehensive-plan-and-supporting-documents

At its meeting on February 26, 2020, the Livingston Parks & Trails Committee voted to offer additional recommendations for inclusion in the growth policy. It wants to reinforce the importance of recognizing and incorporating the community's interest in respecting Livingston's culture, history and environmental characteristics into growth planning.

The Committee also calls attention to previous efforts to assess and document community priorities with respect to parks and trails including the 2012 Parks & Trails Master Plan Summary of Findings/Recommendations map (page 75 of the Master Plan), the 2007-2008 Livingston Park County Trails Plan, and the October 2019 outdoor recreation survey (results and comments).

Additional growth policy recommendations:
Funding, maintenance and need for dedicated funding

- Pursue partnerships with private landowners, businesses, nonprofits, public land agencies and others to expand opportunities for multi-use spaces.
- Institutionalize long-term, dedicated and sustainable funding for maintenance and construction of parks and trails.
- Minimize maintenance needs and expenses by maximizing, to the greatest extent possible, areas of naturalized or native landscapes, emphasizing hardy, drought-tolerant plantings and low-grow grass mixes and minimizing lawn plantings to areas where necessary and appropriate for the uses.
- Carefully consider significant infrastructure components that require long-term operations and maintenance commitments.

Standardized development

- Develop and implement consistent community-wide standards for benches, tables, trail signing and information systems with consistent branding.

Developing a renowned parks and trails system

- Establish Livingston as a community recognized for its parks and trails system.
- Actively promote and develop parks and trails that feature Livingston's historic, natural and cultural attributes.
- Make non-motorized transportation a primary design consideration.
- Pursue national designations and certifications that recognize Livingston's parks and trails system and its facilitation of non-motorized transportation.
- Protect open space, natural beauty, key environmental areas, wetlands, streams, wildlife habitat and wildlife migration pathways.
- Encourage innovation and social, environmental and sustainable best practices in development, design and maintenance of parks, trails, park facilities and programming.
- Minimize to the greatest extend possible damaging uses and treatments that can impact waterways, wildlife and public health.
- Manage landscapes for a diversity of age classes and species so that infestations affecting certain species (such as ash trees) do not decimate the landscape.

- Acquire and expand public access along and to the Yellowstone River while protecting the river habitat.
- Manage for invasive species.

Subdivision development

- Restrict subdivision parkland dedications from including areas such as stormwater collection areas, floodplains and other areas that are nor readily available for public use or otherwise need to be protected.

TO: City of Livingston and Burton Planning
FR: Livingston Parks & Trails Committee
RE: Livingston Growth Policy Survey
DATE: July 8, 2020

The Livingston Parks & Trails Committee (PTC) submits these comments as part of the latest Growth Policy Survey regarding future growth areas and the extra-territorial jurisdiction.

In general, the PTC encourages the following:

- New developments should have connecting trails and sidewalks to other areas of the city so that pedestrians, bicyclers and people with disabilities can access city offices, schools, businesses, parks, clinics and other areas of interest.
- Newly developed areas should provide nearby parks and natural areas.
- Focus on infill developments to minimize sprawl while protecting green space and and ensuring that developments incorporate trees and landscaping.

Regarding specific future growth areas and the extra-territorial jurisdiction, we would like to reiterate some of what we have identified as needs and interests in previous committee priorities, meetings, comments and presentations.

- Residents of any new developments in Area A, along with existing residents of Green Acres and other areas on the north side, need a safe crossing at Bennett and Park Street to the south side of town, as well as trails and sidewalks that can connect to other areas on the north side. The current Bennett St. crossing is very unsafe; while we recognize developing a new crossing is a challenge given the lack of sidewalks along much of Bennett St. and the railroad, we believe it should be a priority for the City, particularly if this area gets developed further.

- Area B includes an area where the PTC is investigating opportunities for a dedicated and connected north side trail system. It is also near an area which the Parks & Trails Master Plan suggested could be suitable for a fenced dog park, something others in the community have asked for. We would like to secure a dedicated trail network within this area and extending east to Reservoir Park and Highground Public Use Area and west to the northside soccer fields, along with the fenced dog park, amenities that will be much more in demand as this area is developed.

- The public makes significant use of the Bozeman Connector Trail along Fleshman Creek at the north end of Area C, including for off-leash dog use. Jack Weimer Memorial Park, Mars Park and the Northside Soccer Fields are nearby. The public values the open space and wildlife that are present. Any development in the area should protect and maintain the Bozeman Connector Trail access and open space. Fleshman Creek itself has benefited from millions of dollars in public funding for habitat restoration and flood mitigation in the lower stretches, and future plans should ensure that investment in

stream habitat and open space is protected and highlighted. There may be future opportunities to develop the Bozeman Trail through this area.

- The east end of Area D closest to Highway 89 S seems appropriate for future development. Much of the west end nearest PFL, however, is designated by the Montana Natural Heritage Program as freshwater emergent wetland and freshwater ponds. It's a beautiful urban wetland. There are currently no nearby parks or trails despite the existence of PFL and its large number of employees . We strongly encourage careful planning to protect these wetlands and to even consider trails or boardwalks that would allow access throughout this natural area and connecting to a trail along Hwy 10 and to the north side of the City.

- Area E seems to be a good location for higher density development, given the proximity to important businesses, food, and even Urgent Care, and the existence of the Hwy 89 S trail with access north to the City and south to Paradise Valley. Improved, safe access for pedestrians and bicyclers across Hwy 89 and some of the roads in the area is needed, along with a park or public open space.

- The area along View Vista (Area F) is already developed and close to several schools. There is a significant need for sidewalks for pedestrian and bicyclers extending from that property and the schools to the skate park, civic center, pool and Sacajawea Park.

- Area G appears to include Mayors Landing, which is an old landfill and currently used as a public dog park. If the intent is to consider the private land between Mayors Landing and Park Street, we ask you to consider public demand for protecting natural areas, wetlands, floodplains and wildlife habitat. There is still significant public interest in developing another access across the north channel between Mayors Landing and areas to the north and west.

- Residents have expressed interest in extending the Alpenglow Trail from the hospital area to the east (Area H). There would likely be even more in demand for this trail if this area is developed further.

- Quadrant I: Please see comments on Areas B and C above. There is interest among some members of the community in developing the Bozeman Trail to create an 8-mile loop extending from the Bozeman Connector Trail and Meredith Ranch Road to Basin Trail Road back to Front Street. We request that any development in this area consider the opportunity to create this trail which could be great attraction for the community.

- Quadrant II: See comments about Areas A, G and H above. There is increased use of Myers River View Trail, Meyers Lane and Swingley Road to Harvat Flats by pedestrians, dog walkers and bicyclers since the opening of the O Street Trail, and any development should facilitate those existing uses. There is also interest among some residents in

developing a pump track on the public lands above town nearby and we would like to maintain that opportunity.

- Quadrant III: See comments on Areas C, D, E above.

- Quadrant IV: See comments on Areas F and G above as well as Quadrant II regarding the increased use of Swingley Road by pedestrians and bicyclers and the interest in Harvat Flats.

4

PARKS & TRAILS COMMITTEE COMMENTS ON DRAFT COMMUNITY PROFILE

From: Livingston Parks & Trails Committee
Date: September 3, 2020

The Livingston Parks & Trails Committee would like to offer the following comments on the draft growth policy Community Profile.

Parks, trails and open space are contributing factors to a community's quality of life. We have seen an increasing use of and demand for improved and natural parks and connecting trails in Livingston for recreation and transportation.

The recent restrictions related to COVID-19, which sent more people outside for exercise and socializing, illustrated the value of our existing park and trail system. It also highlighted its limitations, not just for current residents and visitors but for our expected growing population, as these spaces were often crowded.

The 2019 Parks and Trails map (Exhibit 8.3) has the most accurate list of the City's current parks and trails, some of which have recently been renamed, as well as trail distances. There is some inconsistency in the use of the correct names in the Profile, leading to confusion about the parks and trails being referenced.

The text in section 3.6, Open Space, incorrectly states that City Park & Recreation opportunities are explained in more detail in the Local Services (p. 36) section. That discussion is in section 9.5, Public Facilities, Parks – Recreation.

Community Priorities:
The Parks and Trails Master Plan (section 9.5, Parks-Recreation) was released in 2012, so is almost a decade old. It did not establish priorities. We refer you to the 2019 outdoor recreation survey (and previously sent in February), which was modeled after the Master Plan survey, to assess more recent priorities of Livingston residents with respect to parks, trails and recreation. The major takeaways are that respondents wanted enhanced trail connectivity and safe pedestrian and bike travel; preserving natural areas and wildlife habitat is a priority; natural trails and more landscaping in parks and along trails are preferred; and residents would like more amenities like vault toilets, improved play structures and shelters.

Maintenance needs were also noted by respondents, highlighting the value of establishing adequate, reliable funding options for the maintenance, development and acquisition of trails, parks and recreational facilities. The impact fees for future improvements you note in the profile are minimal. Some older recreational facilities, like Pompeys Playground, need significant repair. Play structures need to be replaced in Sacajawea Park and elsewhere. The condition of the aging swimming pool also should be noted in this profile.

Parks:
Table 9.3, Parks within the City of Livingston, could improve understanding of current assets by noting the City's various special use/sport parks in Livingston. While the table includes the Miles Park Athletic Complex (baseball, softball and high school football) and the North Side Soccer Park, other special use areas are the tennis courts in Sacajawea Park, the McNair Skate Park and the Jack Weimer Memorial Park (ball field). The Livingston Golf Course, it should be noted, is privately owned.

This listing of parks within the City of Livingston might more appropriately include Miles Park, rather than Miles Park Lagoon. Park County's interactive GIS map, which is the basis for Exhibit 8.3, the 2019 Parks and Trails map, shows the civic center, bandshell, skate park and baseball diamonds as included in Miles Park, while the Miles Park Lagoon includes the boat dock, statue and shelter; Firefighter Park is listed separately and includes the climbing boulder. The swimming pool is also identified separately.

It would be helpful to include the acreage of all parks in this table. Neither this section nor section 7.7, School Facilities, mentions the sizes or uses of the school green spaces, although these spaces offer additional opportunities for recreation.

Trails:
It's not clear how you classified the primary trails in the Active Transportation section. Some key trails are not included and should be, such as the new O Street Connector trail as well as Meyers River View Trail. Alpenglow Trail, which extends from Myers River View Trail to the hospital, could also be included. Alternatively, Moja Park Trail, which is listed here, is a loop trail used for recreation, not alternative transportation. Some of these trails, like the Highway 89 South Bike Path (incorrectly referred to as the Depot Central Trail), are part of a larger network that extends farther into Park County. This investment in longer interconnected trails deserves mention.

Exhibit 8.2, Transportation Choices, shows a multi-use trail on private property west of Mayors Landing/Moja Dog park which is owned by the Treasure State Girl Scouts. While that trail has been proposed for development in the past and continues to be of high interest to Livingston residents, use of the area is currently restricted.

Historic Trails:
There are also historic trails that go through Livingston, which could be added to section 7.9, Historical and Cultural Sites, as well as to Exhibit 8.1, Local Services. One trail is the Lewis and Clark National Historic Trail, which is promoted through a 14-sign driving tour that extends from Bozeman Pass to Sheep Mountain Fishing Access Site, four miles east of town. The other is the unmarked Bozeman Trail, which has been proposed for historic trail development north of town, connecting to the existing Bozeman Connector Trail in Livingston.

Sidewalks:
While sidewalks, which are important active transportation routes and serve as connectors to our parks and trails, are present throughout downtown (section 8.9, Active Transportation), they are intermittent or nonexistent in some locations. For example, sidewalks in some north side neighborhoods end randomly part way down a street or, along Front Street, are absent for the majority of the roadway. Sidewalks need to be improved for effective transportation around the City, particularly as it grows.

Railroads and Crosswalks:
Not only does potential future growth on the north side of the railroad make it essential that the City develop an off-grade rail crossing (section 3.3, Land Use Patterns) but safe pedestrian/bicycle crossings from the north side to the south side of town are also critically needed. These include a safer crossing at 5th St. and a safe crossing at Bennett St.

Similarly, a larger discussion about the challenges of travelling over the railroad tracks should be included in section 8.9, Active Transportation. There is no crosswalk across Park Street at Bennett St., and no sidewalk to connect to on the north side of the tracks at Bennett St. The City has just annexed Green Acres, it is an area likely to be prioritized for future development, and there is already significantly increased interest in accessing the new O Street Connector, the separated pedestrian/bicycle walkway on Veterans Bridge, and the hospital via either Hwy 89 S or the Alpenglow Trail from the north side.

Bicycle Pathways:
The 2017 Transportation Study Update references opportunities for bike lanes and bike pathways, noting that since the 2000 Livingston Transportation Study, there had been a lack of additional bike facilities and routes based on connectivity to the existing Highway 89 S bike path. It also noted that pedestrian facilities need to be improved especially at intersections where vehicles and pedestrians experience conflicts. This status could be added to section 8.9, Active Transportation.

Natural Resources:
The discussions on natural resources (section 4) could greatly benefit from a characterization of how Livingston residents and visitors value, connect and respond to the natural environment, i.e., the importance of clean air, clean water, access to the river, the viewsheds, the proximity to wildlife, birds, fish and natural habitats. Residents have repeatedly noted their preference for protecting the natural environment, maintaining open space and having access to parks and trails and other outdoor recreational opportunities in natural habitats (see earlier comment about the 2019 outdoor recreation survey). Significant funds have gone into restoring Fleshman Creek through town, and local river, trails and parks cleanups are popular.

Myers River View Trail, located on the east edge of Livingston, is a prime example of how the City has worked to protect natural habitats and highlight the culture and history of the community. The trail parallels the east bank of the Yellowstone River and passes through riparian habitat with many species of songbirds, nesting eagles and wetland birds. There are

benches, developed features of natural materials, wind pipes and interpretive signage. Hikers and bicyclers travel along a pasture of a working cattle ranch, with stunning views of the Absaroka Mountains and the Yellowstone River. Incorporating natural habitats, art, history and culture into future parks and trails would help the City maintain its unique and valued character and could help our economy.

The City has a Tree Board and the members, along with City staff, have dedicated substantial resources and time to improving tree diversity and health in our parks, along our trails and throughout the community. The City of Livingston has been recognized as a Tree City USA by the National Arbor Day Foundation for many years. There is a [illegible] and [illegible], pointing to the importance of this resource to the community.

This enthusiasm for the natural environment extends to tourism, but the tourism discussion (section 6.7) implies the City's value is as a gateway to other areas and does not sufficiently describe the city's value as an outdoor recreation destination. Protecting our outdoors is important as we grow and continue to work to retain a healthy community and economy.

Land Use:
A map of the brownfields sites (section 3.7 Health Hazards: Brownfields) would be helpful, along with a characterization of each site and the potential for future use. For example, the EPA completed a brownfield assessment on one of our largest parks, Mayors Landing, in 2002, recommending restrictions on its future development because of the underlying landfill. It is currently used as a dog park.

The text notes there are five known brownfields in Livingston. The list, however, includes six sites, one of which may be outside the current city limits.

This section on health hazards would benefit from an additional reminder of the Burlington Northern Livingston Shop Complex contamination described in section 4.3, Groundwater. The BN contamination of soil and groundwater is part of a comprehensive picture of past and current polluted sites that may restrict land use.

November 19, 2020

The Livingston Tree Board respectfully submits these comments regarding the October 2020 draft of the Livingston Growth Policy.

On page 33 the draft states that "trees provide habitat for wildlife and shade. The tree canopy improves air quality, reduces energy costs and stormwater runoff, and generally improves quality of life." We would note that the subdivision regulations for a Montana town of similar size to Livingston go even further in defining these benefits, recognizing trees "for their importance in shading and cooling, noise and wind reduction, prevention of soil erosion, production of oxygen, dust filtration, fostering air quality through carbon dioxide absorption, providing wildlife habitat, and contributing to the aesthetic and economic value of real property." Moreover, studies indicate that trees slow traffic, and scientists are increasingly able to measure how trees improve mental and physical health. We welcome mention of these additional tree benefits in this section.

Because of these benefits, the Tree Board believes that trees should be considered not as an afterthought in guiding Livingston's growth, but as an integral part of city infrastructure that supports a livable community. We believe the growth policy, in both its broad outlines and its specific policy recommendations, should provide for the sustainable management of existing city trees and the fostering of tree benefits in any new development.

1. Sustain the health and diversity of Livingston's trees

The City maintains an inventory of Livingston's roughly 3,380 public trees, including about 2,500 street trees. The Tree Board believes these trees significantly contribute to the "community character" that Livingston residents have expressed a desire to preserve. The word "trees" is included in the page 12 illustration of terms residents most used to define community character. We believe that trees are also implicit in two of the most-cited terms, "feel" and "place."

On page 33 the draft mentions that emerald ash borer is "a species of concern to the health of the community's trees" but doesn't fully explain the magnitude of this problem. Emerald ash borer threatens to kill roughly half of Livingston's public trees in the coming years, potentially resulting in a major loss of tree benefits and community character. Reducing the impact of emerald ash borer, and maintaining Livingston's tree in general, will require proactive planning and allocation of resources in ways that relate to many aspects of this growth policy.

This suggests the need in the growth policy for a specific goal related to trees. We join the Livingston Parks and Trails Committee in recommending a new goal in Chapter 4: "*Sustain and improve the health and diversity of trees and other flora throughout Livingston's city property*." This aligns with and supports several of the Tree Board's ongoing goals and projects, including drafting an emerald ash borer plan, drafting a hazard tree management plan and proposing tree districts to fund maintenance.

2. Expand consideration of trees in subdivision regulations and zoning

The Tree Board is pleased that trees are at least mentioned once in the current draft's recommendations, on page 85 regarding subdivision regulations: "Consider requiring a tree preservation ordinance to regulate the preservation of desirable trees (VI-A-8 b v)." We understand this to mean that the subdivision regulations could include provisions by which existing trees

would be identified in a building plat and protected with a tree protection plan. We generally support this recommendation.

We are concerned that Livingston's subdivision regulations lack any mention of street trees, meaning that new development could create large areas of the city that significantly lack tree benefits and that alter Livingston's community character. We would note that the subdivision regulations for a Montana town of similar size to Livingston include a section called "Planting Strip Landscaping and Street Trees" that requires street trees and defines how they are to be planted. We suggest that the recommendation on page 85 be expanded to read: "Consider requiring a tree preservation ordinance *and street tree requirements*."

Page 85 includes the recommendation to "consider requiring park land dedication first and payment in-lieu-of park land as a second option approved by City Commission (VI-A-16)," because "often developers choose to pay the City for park land dedication. The City often loses green space and other scenic views." We support this recommendation because we view parks with trees as an essential part of a livable community, providing a space where people can enjoy shade and cool down, gather with friends and family, and experience the mental and physical benefits of connecting with the natural environment.

The draft's recommendations for the zoning ordinance on page 84 include the recommendation to "Investigate updating landscaping requirements to minimize irrigation, fire danger, and urban heat island effect." The ability of shade trees to reduce the urban heat island effect is well documented, and we support this recommendation, especially in light of climate change projections. We would note that it appears the zoning ordinance landscaping regulations currently only apply to parking areas in new or altered commercial, industrial, R-III and RMO Zones, and to buffering required between these zones and adjacent lower-density residential zones. Yet hardscape in any zoning classification contributes to the urban heat island effect. We wonder if this recommendation could be expanded to specify a broader scope of review: "Investigate updating landscaping requirements to minimize irrigation, fire danger, and urban heat island effect, *including in residential zones.*"

3. Trees can enhance Livingston's gateways and trails

The Tree Board believes that trees have an important role to play in welcoming visitors to Livingston and strengthening the city's tourism and hospitality economy, which are goals stated in Chapters 2 and 6. The street corridors by which visitors enter Livingston generally lack trees and other landscaping. We suggest the addition of a strategy in Chapter 2 under Objective 1.1, ("Establish community gateways to indicate entrance into Livingston and celebrate its character"): "*Explore incorporating trees and other landscaping in gateways.*" This or a similar strategy could also fit in Chapter 6 under Objective 2.2, "Make a good first impression to visitors."

Livingston's network of trails continues to expand, and the draft lists several strategies for supporting this trend. The Tree Board believes that trees can significantly improve the user experience of these trails by providing shade and natural beauty. We join the Parks and Trails Committee in suggesting an expansion of Strategy 2.1.4 on page 36, to read: "*Integrate native, drought tolerant, cold hardy and deer proof green landscaping infrastructure into neighborhoods, parks and along trails*."

4. Explore integrating trees during downtown redevelopment

Many of the public comments offered on the draft so far have focused on a desire for infill development, specifically downtown. The downtown area stands out on aerial maps as a part of Livingston that lacks trees. Many downtown areas in communities similar to Livingston have trees that reduce the heat island effect and provide shade and beauty that enhance visitor experience. The Tree Board suggests that the growth policy recommend somewhere that trees be considered as part of efforts to enhance the downtown district. This could fit as a new strategy in Chapter 6 under Objective 1.5: "*Explore ways to incorporate trees and other landscaping during downtown redevelopment.*" Alternatively, if new goals or objectives are added to the draft to address the public comments about infill and downtown redevelopment, mention of trees might be a better fit there.

DRAFT GROWTH POLICY COMMENTS
Livingston Zoning Commission
Jim Baerg, Chair
11.25.2020

Draft Growth Policy sections are in **Bold**

General Comments:

1. The Draft Growth Policy needs to clarify and make explicit a few fundamental and essential policies to organize the document and focus the city's thinking. At 357 pages, this document is much too long, detailed and even contradictory to provide overall direction to the city staff. A laundry list of about 200 Goals and Objectives is not an actionable document or a plan. Alternatively, we could possibly accomplish 3 to 5 of the most important priorities if we focused on them.

The Zoning Commission's recommended priorities are:

- Livingston needs good paying jobs for locals so that they can afford to live here
- Identify, and then protect and support the qualities that make Livingston a great place to live
- Livingston needs to create greater density in the CBD and the Historic part of town; provide housing there as well as commercial development and employment
- Deal with the auto culture, sprawl, traffic on Park Street.

2. There is an implicit bias in the document that normalizes subdivision growth towards the periphery of the city and accepts the existing Zoning methodology and mapping. The document does not deal with the result of that type of growth as it relates to traffic, especially on Park Street, to the health of our Central Business District or to the fragmentation of our culture.

Specific Comments:

1. **Introduction:** The Fundamental question is: What kind of growth, how much growth, where, for whom?
    a. "Growth Policy is not meant to be regulatory." This is not accurate. The Growth Policy, especially one that has broad based public input, can be used as the basis for Zoning Ordinances and as justification should there be legal challenges.
2. **Population & Community Character**
    a. Need accurate population, housing, economic data on which to base trends. Integrate **the Casper Study** and the 2020 Census into the final document:
    b. Growth Trends: You are projecting population growth in a certain range but don't have any feel for population dynamics or the churn rate. What is really going on? Who is coming and why? How long are they staying? Where are they living, and why do they make their housing decisions? Who is leaving and why? These questions seem fundamental to setting Growth Policy
    c. Figure 2.4 This graph should break out seasonal use of homes and short-term rentals
    d. **Community Character**
        i. What is Livingston's Character? First of all, we are a Community, not a Character or a Caricature.
            1. Community Character is a term that means different things to different people, based on age, income level, length of residence, etc.

2. Community is defined by human relationships, built over time. We lose community by population churn and income disparity. A "Community of Strangers' is a contradiction in terms
3. Look at the Diagram on PAGE 12: *People, small, place, feel, historic, downtown* are the dominant words used. Your goals below don't address these primary concerns. Rather, public sentiment supports maintaining the social fabric of the community and avoiding excessive growth and fragmentation

e. **Goal 1: Preserve and Enhance Community character = Gateways, Historic,**
   i. Most of Livingston was built before the era of the Automobile. It is compact, coherent and attractive. If that is what we are striving to protect and re-create, then what type of growth should we have? What specifics are needed? We recommend the principals of the **15 Minute City** and **Smart Growth,** but these principles need to be prioritized and written into code.
   ii. Gateways: The three entrances to Livingston and much of Park Street are ugly parking lots. How can they be transformed? We recommend reducing the impact of the automobile and creating building forms and development patterns that reflect but don't (poorly) copy the historic patterns. Drastically increase the amount of landscaping at the entrances and along Park Street.
   iii. Historic Preservation: This section is over-emphasized because most significant historic buildings have been identified and re-worked. Rather we should understand the patterns of historic development and adopt them to new projects.
   iv. Commercial Development should continue the historic pattern with buildings out to the street with wide sidewalks and parking to the rear.

f. **Goal 2: Arts & Cultural destination = rich local history**
   i. Don't conflate our recent Arts and Cultural scene with the "rich local history." Is the goal to turn Livingston into Disneyland?
   ii. The Arts and Cultural community is relatively well off and doesn't need the city's help

g. **Proposed Goals:** These are the real issues that need to be addressed in this section
   i. Income disparity & lack of good jobs, support for small business, seasonality
   ii. Housing Affordability, can working families and retirees be able to live her. Will we become a bedroom community? Location and density matter
   iii. Schools: How to keep young families with kids living here and keep our schools full and vibrant
   iv. Traffic, Park Street is the main artery (so, essential), and the main bottleneck
   v. Housing pressure and Sprawl:
      1. Guarantees more traffic, fragmentation, loss of character
      2. Long term negative effect on City's tax base. See Urban3

3. Land Use:

a. **B. Existing Land Use Patterns:** We recommend that the current Land Use Categories be re-written including;
   i. The R-II Ordinance should be written to include "Housing in the Middle," a concept that includes more than single family and duplexes. Traditional building

types such as ADUs, cottage housing, courtyard housing, work/live, smaller apartment buildings and small offices might be included.

ii. The Highway Commercial and Neighborhood Commercial distinction does not match reality. It was devised prior to the Interstate. Rather we should have a "Freeway Commercial" zone that deals with those activities. A "Highway Commercial" zone could deal with Park Street and Highway West. It should allow mixed use with ground floor retail, offices and apartments and allow at least 3 stories in height. Further, a "Neighborhood Commercial" designation could be used for small local mixed-use districts furthest from the Central Business District.

iii. We need more R-III areas in the center of town

b. **C. Gateways:** We recommend that developing a Gateway Overlay Ordinance become a priority of the Zoning Commission. The Gateway areas should be integrated with a Design Overlay for Park Street and Highway 10 West to develop a coherent, efficient and attractive experience driving through town.

   i. Recommend that the Gateway Overlays have individual themes and associated uses to bring coherency to those areas.

      1. East: Medical, retiree housing,
      2. West: Hi tech and associated housing
      3. 89 South: Gateway to YNP

   ii. Gateways and Park Street need substantial landscaping improvements

c. **D. Downtown:** The various improvement districts described in this section have clearly been a failure in rebuilding Downtown. We need to make this effort one of our top priorities. Doubling or tripling the population living downtown would help establish a successful business climate.

d. **Impervious Areas.** Enter discussions with the State Dept of Transportation and BN/MRL to develop landscaping along Park Street in the easements. This wouldn't have to be transfer of ownership, but would require City effort for planting and maintenance.

e. **F. Health Hazards, Brownfield Sites:** No mention of the BN Superfund site or is this just a naming issue? This needs a substantial discussion that would feed into planning for development in this very large area.

f. **Exhibit 3.4: Future Growth Map.** This map should not be used as justification for future expansion without a serious public discussion of where and how we want to grow. It clearly was made without consideration to the limitations of our transportation network.

   i. Much of Park Street is underdeveloped commercially, so that should be the focus. Build up close to Main street with mixed use buildings

g. **Goals 1: Encourage growth adjacent to city limits to encourage sustainablity**

   i. This is an example of double speak. How does growth result in consuming less energy? Expanding based on connecting to existing infrastructure is perhaps a bit less un-sustainable but doesn't meet any definition of sustainable. Any growth results in increased energy use, increased natural resource consumption, etc.

ii. The priority should be on infil and density rather than expansion
iii. Population and economic growth=yes, spatial growth=no

h. **Objective 1.2:** Not sure how the City can support links to the County if they didn't even consult with them over the ETJ.

i. **Goal 2: Provide adequate land for anticipated demand**
   i. Rather, re-Zone existing portions of the city for mixed use. The statement is too passive; we should decide where and what, then zone for it

j. **Goal 3: Conserve Significant Environmental areas.** While continuing our pattern of growth and development? The surrounding natural areas are dying of a thousand cuts as we allow/encourage piecemeal development. Rather, we should follow more traditional patterns of dense clustering of inhabitation while leaving rural areas natural.
   i. We need to rehabilitate impervious surfaces and reduce to the minimum hard surfaces in all new projects.
   ii. Need landscaping of parking areas and along transportation corridors

k. **Goal 4. Smart Growth:** This should be Goal #1 rather than an afterthought
   i. **4.2: Evaluate after construction** Delete "*after construction*": this approach is too passive and too late. Need regs and enforcement prior to applications

l. **Goal 5. Rehabilitate brownfields.**
   i. We need a map of these areas and then start working on plans. Is the BN superfund included?

4. Natural Resources

a. We should look at the **100 year Floodplain Map** again, especially on the Watson property. This area will flood again, given how much increase there has been in weather fluctuation. Perhaps this area should be used for market gardening and recreation.

b. **Goal 1: Climate Action Plan**
   i. This is a critically important goal but can the Conservation Board handle this? Need to hire experts, provide funding.
   ii. **Objective 1.3: Reduce dependency on fossil fuels.** This is the top priority, not #3
      1. We need a city-wide effort including specific goals for reduction and funded plans to finance these improvements
      2. **Strategy 1.3.3:** Rather, prioritize infill and increased density over expansion of the city boundaries.
   iii. **Objective 1.5:** Change and renumber as #1 Strategy 1.5.1: Reduction of auto use (through land use efforts), serious conservation measures for our buildings and local food production.

c. **Goal 2: Air and Water Quality**
   i. Need to limit impervious surfaces, mandate on-site water retention, add stormwater runoff drains to the city system

d. **Goal 3: Manage natural resources, open spaces, wildlife.**
   i. If you are serious, then….. limit development

ii. Require all subdivisions to plant out the boulevards per the Tree Board's standards

5. **Housing**
    a. **Age and Conditions:**
        i. Many houses are poorly insulated, have high utilities.
    b. **Occupancy and Use:**
        i. Many previously affordable "worker houses" has been bought and remodeled as Livingston gentrifies. This takes these homes out of the affordable market.
    c. **Short term Rental/Seasonal:** number seems very low. Park Co. is getting current numbers, so please adjust these numbers. Also, please separate Short Term Rentals from Seasonal use. The city water department has a good handle on home many seasonal houses there are.
        i. **Goal 1: Housing for all residents:** Most of this is boilerplate. Most of the strategies listed in the Draft are just studies. They need funding. Where is that coming from? Is the City making a commitment?
    d. **Proposed Goals:**
        i. Mixed use and higher density as a goal.
        ii. Promote "Housing in the Middle"
        iii. Need much more R-III areas, close to the city center
6. **Economy:**
    a. Proposed Priorities
        i. Drive new retail towards the City Center
        ii. Value added manufacturing
        iii. Seasonally stable employment
        iv. Food and energy self sufficiency
    b. Are we at a saturation point with Tourism? 1 mil. YNP visitors/season. Yellowstone River fishing at capacity. Need to develop real industry and jobs that aren't seasonal.
    c. We need to find ways to have tourists and short timers pay for the services we provide.
        i. Resort tax, bed tax, fishing tax.
        ii. Short term housing tax to establish an affordable housing fund
    d. Are we going to be passive about Economic Development? Are service jobs all we can get?
    e. Our food and energy are imported. Electricity and Natural Gas = $10 mil per year. Food = $30 mil per year. We could provide much/most of it locally as an Economic Stimulus.
    f. Write a Zoning Ordinance to control <u>Large Format Retail Stores</u> to retain our local scale and character. This has been in the works for some time with the Planning Board and the City Commission in the loop.
        i. Limit size of commercial building to match the scale of the town
            1. 40,000 sqft for LFRS (we need this as justification for LFRS size limit)
        ii. Reduce the impact of large parking lots and congestion
        iii. Locate new businesses near existing stores to promote symbiotic growth
    g. **Goal 2 Promote tourism**

i. Strategy 2.1.1 Expand access to the River while respecting and protecting. This is double speak. The river is often at capacity and is being fished to death. Rather, get people out into the hills where there is plenty of fun to be had.
ii. Build a foot bridge over the river at Meyer's Landing. Expand access from there South towards Carter's bridge.

h. **Local Services:** Lots of boilerplate here, little substance.
i. Poverty breeds lots of problems; substance abuse, spousal abuse, petty crime, mental health, poor educational performance, etc. Recommend more emphasis on addressing poverty and mental health instead of law enforcement
ii. High school graduation class down 45% in 10 years. Need to provide good jobs and affordable housing

7. **Local Services:**
Vacuous bureaucratic language without specifics or commitment to action. *Implement, pursue, survey, ensure, support and lots of collaboration.*

8. **Transportation:**
a. Nothing addressing Park Street as a bottleneck and a major limitation of growth
b. **Road Network.** We need to re-define these road categories so that Zoning can use them in Ordinances. They are not consistent across maps
c. Table 8.1. 5th street crossing numbers are suspect
d. Recommendation: No additional annexation on the Northside until RR crossing is in place
e. **E. Commuting Patterns:** The Energy Corp Intern did a survey of County and City employee commuting that you should access. Contact Matt Whitman
f. **H. Active Transportation:** Design trails and sidewalks as connectors to places of work rather than just for recreation. The new trail to LHC is good, but we need a trail out to PFL.
g. **K. Transportation & Land Use Relationship;** The 2017 Northside Livingston Transportation Plan was done by a very Developer friendly consultant and should be carefully reviewed. Until then, it should not be used as the basis for growth policy.
h. **Goal 1: Improve ped and bicycle safety**
i. Look at this language: "Evaluate, create a process to explore, consider, identify" This is very passive language, with no commitment to getting things done.
ii. Strategy 1.1.1: Sidewalks should include boulevards with tree planting per the Tree Board recommendations
i. **Goal 2: Create a transportation network.**

j. **Public Facilities:**
i. **E: Energy Sources & Renewable Energy:** This section is very weak
1. Need to include a strong Energy Conservation program
2. Livingston Residents spend about $4.3 million per year on electricity. More on Natural Gas. Maybe $5 mil on gas and diesel. This is money sent out of the community and is unnecessary. Comprehensive

conservation and renewable projects, both savings and construction activity, are a very large economic driver for communities with lots of local employment.

ii. **F: Solid Waste**

1. **Goal 1, Objective 1.3:** Need a serious Composting operation to stop hauling food waste and green waste to Great Falls. Big savings in operational costs and Greenhouse Gasses

9. Intergovernmental Coordination

a. It is hard to believe but Park County was not consulted in the development of this section. The county has jurisdiction over the Extra-Territorial Jurisdiction area, so a unilateral approach will result in a conflict of jurisdictions. In addition, the Joint County/City Planning Committee has discontinued operation.

10. Land Use Recommendations:

a. **Evaluation of Subdivision:** The Lowe's Test, as used by the Planning Department, is not a sufficient tool for evaluating new Subdivisions and Zone Changes. In many cases, detailed analysis and outside studies by consultants are warranted.

b. New subdivisions should meet the intent of the Growth Policy

c. **PUD: Affordable Housing (p 89) includes the words "Missoula County median income"** Clearly, this is a cut and paste job.

d. **Future Land Use Map:** The Zoning Commission was not consulted when developing this map. It needs a public review.

11. Implementation:

This lengthy chart illustrates the main point we made at the beginning of this document. It outlines a huge amount of work for the city over the next few years with no focus. Secondly, unless there are a few main priorities identified, much of this work will remain undone and the direction of growth will be left to outside forces. Part of the problem is the use of generalized bureaucratic language that implies intent but doesn't commit to action.

Appendix C: References

Plans and Policies

- City of Livingston 2017 Growth Policy
- City of Livingston Annexation Policy
- City of Livingston Capital Improvements Plan, 2016 - 2020
- City of Livingston Community Center Recreation Feasibility Study
- City of Livingston Organizational Strategic Plan
- City of Livingston Streetscape Enhancements Master Plan, 2009
- City of Livingston Subdivision Regulations
- City of Livingston Urban Renewal Plan, 2003
- City of Livingston Parks and Trails Master Plan
- City of Livingston & Park County Montana Solid Waste Management Plan, 2006
- City of Livingston Source Water Delineation and Assessment Report, 2001
- City of Livingston Stormwater Drainage Study
- City of Livingston Wastewater Engineering Report
- Northside Livingston Transportation Plan, 2018
- Montana Code Annotated
- Montana Forest Action Plan
- Montana Land Use Planning Strategies to Reduce Risk in the Wildland-Urban Interface, 2017
- Montana State Transit Management Plan, 2018
- Montana State Transportation Plan – TranPlanMT, 2017
- Park County Active Transportation Plan, 2016 - 2020
- Park County Capital Improvements Plan, 2016 - 2020
- Park County Community Wildfire Protection Plan, 2014
- Park County Growth Policy, 2016
- Park County Onsite Wastewater Treatment Regulations, 2012

Additional Resources

- AIRDNA Market Minder
- City of Livingston - Community Resources and Information
- Growth and Enhancement of Montana Students - School District Profile
- Livingston Area Chamber of Commerce Convention & Visitors Bureau
- Montana Board of Crime Controls - Crime Data
- Montana Bureau of Mines and Geology, Montana Technical University, Ground Water Information Center
- Montana Census and Economic Information Center, Population Projections
- Montana Department of Commerce - Montana Housing
- Montana Department of Environmental Quality - 2018 Water Quality Information, Billman Creek
- Montana Department of Environmental Quality - 2018 Water Quality Information, Yellowstone River
- Montana Department of Environmental Quality - Nonpoint Source Pollution
- Montana Department of Environmental Quality - Opencut Mining
- Montana Department of Environment Quality - Underground Storage Tanks
- Montana Department of Labor and Industry - Montana Labor Market Information
- Montana Department of Natural Resources and Conservation - Statewide Urban Forestry Inventory
- Montana Department of Public Health and Human Services
- Montana Department of Tourism and Business Development – Lodging Facility Use Tax

- Montana Department of Transportation
- Montana Department of Transportation - 2015-2016 Airports Economic Impact Study
- Montana Department of Transportation - GIS Data Portal
- Montana Department of Transportation - Montana Freight Plan, 2017
- Montana Department of Transportation - Vision Zero
- Montana Fish, Wildlife & Parks Aquatic Invasive Species and Identification
- Montana Rail Link Fact Sheet, 2019
- Montana State Library - Public Library Statistics, 2016
- Montana State Rail Plan, 2010
- Paradise Valley Corridor Planning Study, US 89, 2014
- Park Conservation District
- Park County, Montana, Emergency Operations Plan, 2011
- Park County Community Wildfire Protection Plan, 2014
- Park County Hazard Mitigation Plan, 2018
- Park County Weed Control District
- Park County Windrider Transit Schedule, July 2019
- Park County Windrider Transit ADA Complementary Paratransit Service, 2017
- Shields River Watershed Water Quality Planning Framework and Sediment TDMLs
- Strategic Framework for Wetland and Riparian Area Conservation and Restoration in Montana 2013 – 2017
- U.S. Census, 2017 5-Year American Community Survey
- U.S. Census, 2018 5-Year American Community Survey
- U.S. Census, 2019 5-Year American Community Survey
- U.S. Department of Agriculture, Farm Service Agency - NAIP Imagery
- U.S. Department of Agriculture, Natural Resources Conservation Service
- U.S. Department of Agriculture, Natural Resources Conservation Service - Web Soil Survey
- U.S. Environmental Protection Agency- Brownfields Program
- U.S. Environmental Protection Agency - Cleanups in My Community
- University of Montana, Institute for Tourism & Recreation Research

Appendix D: City of Livingston and Park County Compact 2017

RESOLUTION NO. 4762

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF LIVINGSTON, MONTANA, AUTHORIZING THE CITY MANAGER TO SIGN AN AGREEMENT WITH PARK COUNTY TO FACILITATE ESTABLISHING AND AMENDING INTERLOCAL AGREEMENTS.

WHEREAS, the City of Livingston and Park County, Montana are local governmental units of the State of Montana which from time to time have entered into Interlocal Agreements pursuant to 7-11-101 Montana Code Annotated (MCA); and

WHEREAS, to facilitate establishing and amending Interlocal Agreements, the parties believe that a single, all-inclusive compact setting forth the duties and responsibilities of each party in respect to specified services, infrastructure and/or facilities provided by each would be in the best interest of the residents; and

WHEREAS, the Compact Agreement attached hereto and incorporated herein as Exhibit A sets forth the terms and conditions for the City of Livingston and Park County to facilitate establishing and amending Interlocal Agreements;

NOW, THEREFORE, BE IT RESOLVED, by the City Commission of the City of Livingston, Montana, as follows:

That the City Manager is hereby authorized to enter into the Cooperative Agreement with the Park County, Montana attached hereto as Exhibit A.

PASSED AND ADOPTED by the City Commission of the City of Livingston, this 7th day of November, 2017.

James Bennett

JAMES BENNETT - Chairman

ATTEST:

Lisa Harrold

LISA HARRELD
Recording Secretary

APPROVED AS TO FORM:

JAY PORTEEN
City Attorney

City of Livingston and Park County Compact

Whereas, the City of Livingston, a municipal corporation and political subdivision of the State of Montana, hereinafter referred to as the City and the County of Park, a political subdivision of the State of Montana, hereinafter referred to as the County are local governmental units of the State of Montana which from time to time have entered into Interlocal Agreements pursuant to 7-11-101 Montana Code Annotated (MCA) *et seq.*; and

Whereas, to facilitate establishing and amending Interlocal Agreements, the parties believe that a single, all-inclusive compact setting forth the duties and responsibilities of each party in respect to specified services, infrastructure and/or facilities provided by each would be in the best interests of the residents; and

Whereas, the City and County believe that in addition to each entity's public records, a single document consisting of all such agreements would be in the best interests of each unit of local government and their respective residents and would facilitate creating and amending said agreements as well as provide the public with a single source to review such agreements.

NOW THEREFORE IT BE AGREED by the City and the County as follows:

Preamble

It is the purpose of this Compact to permit the City and County to make the most efficient use of their powers by enabling them to cooperate with each other on a basis of mutual advantage and thereby to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population, and other factors influencing the needs and development of local communities.

1. That there is hereby established this Compact between the City and County which shall set forth all interlocal cooperation agreements between the City and County, and except for the separate chapters established hereby, establishes the general terms and conditions applicable to all such Chapters.

2. This Compact shall remain in effect indefinitely. If no current chapters to the Compact exist, it may be terminated by either party upon giving written notice to the other party at least 6 months prior to the requested termination date.

3. Any disputes arising out of this Compact will be resolved by the binding arbitration rules for chapters identified in paragraph 5.(17).

4. That the areas in which the City and County desire to create an interlocal agreement are identified as chapters, and may include any area of cooperation between the City and County.

5. General terms and conditions applicable to all chapters:

(1) **Duration.** All chapters shall be in effect for a maximum term of 5 years. A chapter will not automatically renew. There will be a specified expiration date in each chapter.

(2) **Effective Date.** Each chapter shall become effective once signed by both the City and County representatives. The Effective Date will be annotated at the top of the signature page for the chapter.

(3) **Organization.** If applicable, the precise organization, composition, and nature of any separate legal entity created by the contract will be specified in the applicable chapter.

(4) **Purpose.** The purpose or purposes will be specified in each chapter.

(5) **Financing.** The manner of financing the joint or cooperative undertaking and establishing and maintaining a budget for the undertaking will be specified in each applicable chapter.

(6) **Goals and Property Disposition**. The permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and, if applicable, for disposing of property upon a partial or complete termination will be specified in each chapter.

(7) **Board membership**. Provision for an administrator or a joint board responsible for administering the joint or cooperative undertaking, including representation of the contracting parties on the joint board will be specified in the applicable chapter.

(8) **Property.** if applicable, the manner of acquiring, holding, and disposing of real and personal property used in the joint or cooperative undertaking will be specified in the applicable chapter.

(9) **Employment records**. The contracting party responsible for reports and payment of retirement system contributions pursuant to 19-2-506 M.C.A will be specified in the applicable chapter.

(10) **Professional contracts**. If applicable, the manner of sharing the employment of a professional person licensed under Title 37 will be specified in the applicable chapter.

(11) **Termination.** Any Chapter covered by this Compact may be terminated by either party upon giving the other party written notice at least 6 months prior to the requested termination date.

(12) **Nondiscrimination**. In signing (and in any performance of) this Compact or chapter, County and the City will hire on the basis of merit and qualifications. In awarding (and in any performance of) this Compact or chapter, the City or the County will not discriminate on the basis of race, color, religion, creed, political ideas, sex, age, marital status, physical or mental handicap, or national origin. In accepting (and in any performance of) this Compact or chapter, the City or the County, will hire on the basis of merit and qualifications. In signing (and in any performance of) this Compact or chapter, City and County will not discriminate on the basis of race, color, religion, creed, political ideas, sex, age, marital status, physical or mental handicap, or national origin.

(13) **Interpretation**. This Compact or chapter shall be governed by and interpreted according to the laws of the State of Montana. Section headings are for convenience only and are not intended to define or limit the scope of any provision of this Compact or chapter.

(14) **Severability**. The Chapters set forth in this Compact are independent and severable and the invalidity, partial invalidity or unenforceability of any one of the provisions, or any portion thereof, shall not affect the validity or enforceability of any other provision.

(15) **Hold Harmless**. The parties hereto agree to release, defend, indemnify and hold harmless the other party, its officers, employees, elected officials, agents and assigns from any and all actions, claims, liabilities, demands or assertions of liability, causes of action, losses, costs and expenses including, but not limited to, reasonable attorney's fees, involving or relating to any harm, injury or damage, suffered or sustained by any parties employees, elected officials, agents and representatives, or any third party which in any manner may arise or be alleged to have arisen, or resulted or alleged to have resulted from the performance of the terms and conditions of any chapter of this Compact.

(16) **Insurance.** Each party will maintain liability insurance in compliance with 2-9-101 M.C.A., *et seq.,* naming each other as an additional insured.

(17) **Entire Agreement**. This Agreement is the entire agreement between the parties. No alteration, amendment, modification, or addition shall be binding unless reduced to writing and signed by the parties.

(18) **Binding Arbitration**. Any dispute arising out of a Compact chapter shall be settled by binding arbitration with an arbitrator to be selected from a list of five (5) qualified commercial arbitrators of the American Arbitration Association, with each party striking two names from said list. The rules of the American Arbitration Association apply. Each party shall pay fifty percent of the costs of arbitration.

(19) **Filing of Agreement**. Pursuant to Section 7-11-107 MCA this agreement shall be filed with the County Clerk and Recorder and the Montana Secretary of State.

(20) **Format**. A template for the "Chapter" is attached as Appendix A and all subsequently approved "Chapters" to this Compact shall follow this format.

(21) **Changes.** Any changes to a chapter must be ratified by both the City and County prior to becoming effective.

(22) **Review**. Each chapter will be reviewed a minimum of 6 months prior to its expiration date.

(23) **Expiration**. Any chapter that expires will invoke a 3-month expiration period to allow for negotiations to maintain the chapter. At the end of the 3-month expiration period the chapter is null and void and neither party is bound by the terms of that chapter.

(24) **Administration**. The administration of the compact will be jointly accomplished by the City Manager and the County Public Communications Administrator. The Compact will include the approving legislation from the City as Appendix B and the approving legislation from the County as Appendix C. A public copy of the Compact and all current chapters will be maintained by both the City and the County.

(25) **Miscellaneous**. Any other necessary and proper matters will be specified in the applicable chapter.

* * * * *

DATED this 8 day of January, 2018

CITY OF LIVINGSTON

Michael Kardoes – City Manager

COUNTY OF PARK

Steve Caldwell
Park County Commissioner

Clint Tinsley
Park County Commissioner

Bill Berg
Park County Commissioner

ATTEST:

Lisa Harreld – Recording Secretary

CLERK & RECORDER PARK COUNTY MONTANA SEAL

ATTEST:

Emily Rost Maritza Reddington
Park County Clerk and Recorder

APPROVED AS TO FORM:

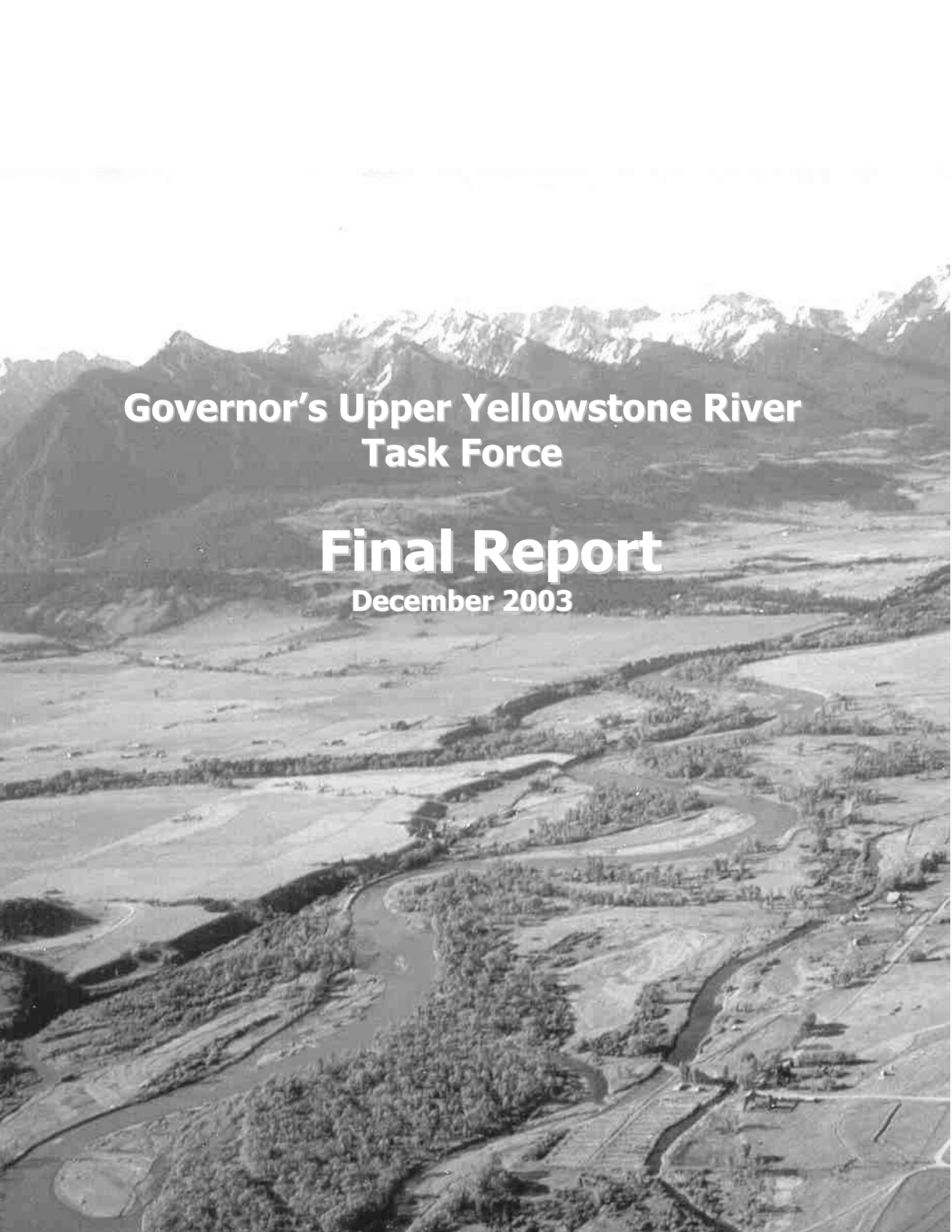
Jay Porteen
Livingston City Attorney

APPROVED AS TO FORM:

Bruce Becker
Park County Attorney

403396 Fee: $0.00
Park County, MT Filed 4/30/2018 At 9:29 AM
Maritza H Reddington , Clerk & Recorder By MR

Appendix E: Upper Yellowstone River Task Force Final Report 2003



Governor's Upper Yellowstone River Task Force

Final Report

December 2003

Governor's Upper Yellowstone River Task Force

c/o Park Conservation District
5242 Highway 89 South
Livingston, Montana 59047

Telephone: 406.222.3701 or 406.222.2899 x-101
Fax: 406.222.8538
www.upperyellowstonerivertaskforce.org

Report printed on December 15, 2003

Cover Photo. Upper Yellowstone River in Paradise Valley. Photo courtesy of A. Hansen.

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RESEARCH REPORTS CITED

Report 1. *Yellowstone River Physical Features Inventory, Gardiner to Springdale*.
USDA NRCS, April 1998.

Report 2. *Upper Yellowstone River Mapping Project (National Wetland Inventory).*
Bon, July 2001.

Report 3. *Socioeconomic Assessment of the Upper Yellowstone River Valley*.
Harvey and Fritsch, December 2002.

Report 4. *Comparative Use of Modified and Natural Habitats of the Upper Yellowstone River by Juvenile Salmonids*.
Zale and Rider, March 2003.

Report 5. *Effects of Channel Modification on Fish Habitat in the Upper Yellowstone River*.
Bowen, Bovee, and Waddle, March 2003.

Report 6. *Historic Watershed Land Use Assessment of the Upper Yellowstone River Valley*.
Brelsford, Maxwell, and Hansen, June 2003.

Report 7. *Upper Yellowstone River Watershed Land Cover Assessment*.
USDA NRCS, August 2003.

Report 8. *Riparian Habitat Dynamics and Wildlife Along the Upper Yellowstone River*.
Hansen, Rotella, Klaas, and Gryskiewicz, September 2003.

Report 9. *Temporal Patterns of Channel Migration, Fluvial Events, and Associated Vegetation Along the Upper Yellowstone River, Montana*.
Merigliano and Polzin, October 2003.

Report 10. *DRAFT Historic Channel Changes and Geomorphology of the Upper Yellowstone River, Gardiner to Springdale, Montana*.
Dalby and Robinson, October 2003.

Report 11. *DRAFT Flood Profile Data and Flood and Floodway Boundaries for the Upper Yellowstone River, Montana*.
USGS, August 2003. Not for official release until June 2004.

Report 12. *DRAFT Sediment Transport Investigations in the Upper Yellowstone River, Montana, 1999 through 2001: Data Collection, Analysis, and Application of a Sediment-Transport Model.*
USGS, November 2003. Not for official release until June 2004.

Governor's Upper Yellowstone River Task Force
5242 Highway 89 South
Livingston, Montana 59047

Dear Governor Martz: December 4, 2003

The Governor's Upper Yellowstone Task Force with great pleasure is submitting its final report.

When we started this process we had no idea where it would lead us. Using science to lead us, we have been able to come to consensus on 43 recommendations. The consensus process we used in forming the recommendations provided for a lively discussion. Our minutes from these deliberations are almost verbatim. They should provide a good reference point in the future to the public thinking in 2003.

We all thank you for giving us this opportunity to address the issues on the Upper Yellowstone River. Our personal knowledge of the issues has been expanded greatly with the science we gathered and to understanding the different views and values held by all the users.

This project would not have been as comprehensive if the congressional delegation had not taken an active role. They provided money and support to allow us to broaden our scope and address more issues.

Thanks also must be given to the state agencies and federal agencies. They allowed us to understand the needs of government agencies and the agencies to understand the concerns of the public.

I also want to thank the public for their participation. The public brought many additional ideas to the table and contributed greatly to our discussions.

We appreciate your attending the Governor's Conference for the Upper Yellowstone River in October. This gave us a great opportunity to share with a broad audience our recommendations, science, and processes.

Best wishes,

John Bailey, Chair
Governor's Upper Yellowstone River Task Force

INTRODUCTION

2003 Final Report to the Governor

This report is the sixth and final in a series of yearly reports produced by the Governor's Upper Yellowstone River Task Force (hereafter referred to as the Task Force). The purpose of the report is to present the 43 final Task Force recommendations to Governor Judy Martz and to the interested public. In addition, the report provides a general overview of Task Force project activities and accomplishments during their term of service—from November 1997 to August 2003.

The main focus of this year's report is (1) to outline the 43 management recommendations adopted by the Task Force, and (2) to summarize Task Force investigations and the informational products created under their sponsorship over the past six years. Past accomplishments of the Task Force, their overall goals, and the policy processes used are also briefly described in this report. Detailed information on actions undertaken and products developed by the Task Force may also be found on their website at: www.upperyellowstonerivertaskforce.org or are available upon request.

In order to minimize repetition and the length of this report, we have used acronyms for commonly used phrases or agency titles. To assist readers unfamiliar with these terms, we have provided a list of acronyms and their definitions in *Appendix A.*

Task Force History & Purpose

In response to a request from the citizens of Park County, Montana's former Governor Marc Racicot created the Task Force in November 1997. County residents had experienced back-to-back, near 100-year floods in 1996 and 1997, and consequently recognized the need for a more comprehensive and consolidated planning effort for the upper Yellowstone River.

Following her predecessor's lead, Montana's current Governor Judy Martz reappointed the Task Force to a third and final, two-year term, which terminated in August 2003 (see *Appendix B. Governor's Executive Order No. 21-01*).

As directed by the Governor's executive order, the purpose of the Task Force was "to provide a forum for the discussion of issues that effect the Upper Yellowstone River Basin, particularly, to bring together landowners, sportsmen and sportswomen, and community leaders to develop a shared understanding of the issues and competing values and uses that impact the upper Yellowstone River." Further, the Task Force was directed to (1) bring together many diverse groups, who have an interest in the upper Yellowstone River, and (2) ensure that future projects affecting the river are planned and conducted in a manner that will preserve the integrity, beauty, values, and function of the upper Yellowstone River for Montanans now and in the future.

The Task Force has functioned as a structured non-regulatory organization that involved citizens, communities, and governmental agencies. The overall goal of the Task Force was to develop a set of publicly supported recommendations for river corridor management that address potential adverse cumulative effects of river channel modification, floodplain development, and natural events on the human community and riparian ecosystem.

Task Force Members

The Task Force was made up of a wide cross section of local area citizens, and local, state, and federal agency representatives. Individually, Task Force members represented specific constituencies within the local community; yet together, they formed a balanced table of diverse groups strongly concerned about the natural and economic resources in the Upper Yellowstone River Basin.

The Task Force was developed in the spirit of partnership and collaboration, and used a consensus-based approach to decision making (see *Appendix C. Task Force Ground Rules*, for details). They worked to raise awareness of environmental issues, and encouraged members of the community to get involved in all Task Force activities and to express their views openly.

The Task Force was set up with community participants functioning in a leadership role. Appointed by the governor, the 12 voting Task Force members represented the following interests: local businesses, property owners, ranchers, the angling community, conservation group(s), City of Livingston, Park Conservation District, and Park County. The eight non-voting Task Force members represented the following governmental agencies: Montana Department of Environmental Quality, Montana Department of Natural Resources and Conservation, Montana Department of Transportation, Montana Fish Wildlife and Parks, National Park Service (Yellowstone National Park), US Army Corps of Engineers, and US Forest Service. Agency partners provided technical knowledge and assistance, in addition to their regulatory and land management input.

From the beginning, the Task Force recognized the need to consolidate efforts in the upper Yellowstone River area, and to avoid duplication of effort. The make up of the Task Force was testament to the power of seating concerned citizens groups and governmental agencies as collaborative investigators and decision makers. Having many of the interested parties and agencies charged with regulation of river resources represented on the Task Force, streamlined much of the research and outreach efforts. In addition, and perhaps more importantly, the Task Force did not produce a study that will simply sit on a shelf. Quite the opposite was their intent. By giving regulatory agencies a voice in the process, the Task Force insured that their recommendations would have practical management and regulatory application.

A Community Partnership

Since 1997, the Task Force worked to accomplish their mission in a consensus-building manner, which stressed education, cooperation, broad-based community involvement, and voluntary participation. Through monthly meetings and educational activities they strived to reach out to the community, provided an opportunity for the public to participate in the process, and provided a forum for individuals and groups to express their views openly and in the spirit of teamwork.

Information gathered by the Task Force belongs to everyone. All data—survey results, maps, and publications—are being made available for the public's use and may be viewed or acquired by visiting the Task Force website at: upperyellowstonerivertaskforce.org or by contacting the Task Force/Park Conservation District office in Livingston, Montana.

TASK FORCE VOTING MEMBERS



John Bailey, Chair, Fly Fishing Business Owner
John has been chair of the Task Force since its inception. He is the owner of the internationally renowned Dan Bailey's Fly Shop in downtown Livingston. Born and raised in Paradise Valley, John has been fishing the upper Yellowstone River for more than 40 years. His home is located on a lagoon along the Yellowstone River.



Dave Haug, Vice Chair, Park Conservation District Supervisor
The Haug family has been farming and ranching in Park and Sweetgrass Counties for three generations, since the turn of the century. As a supervisor for the Park Conservation District, Dave's Board issues 310 permits on the Yellowstone River. He is also a board member of the Livingston Ditch Association, which uses water from the Yellowstone. Currently, his family farms and manages timber on their property in the Upper Yellowstone River Study Area.



Roy Aserlind, Emeritus Professor, University of Wisconsin-Madison
Roy grew up in Livingston and has owned a home on Ninth Street Island for 30 years, where he and his wife, Margot, now live the year around. Roy's concerns for the Yellowstone are all first hand, going back to the 1940s and 1950s when there was concerted effort to build the Allenspur Dam. There were also problems created by gold dredging near Chico Hot Springs resulting in a constantly muddied river, and a spruce budworm spraying episode that resulted in a massive poisoning of the river's aquatic insect life. Roy feels that he understands and appreciates the health and fragility of riverine structures.



Andrew Dana, local property owner along the Yellowstone River
Andrew Dana's family owns a working ranch on the Yellowstone River. He is an attorney who specializes in protection of agricultural, open-space, and natural lands and represents local, regional, and national land conservation organizations, as well as landowners. He consults nationally on land conservation issues and currently serves on the Advisory Council of the Yellowstone Park Foundation.



Doug Ensign, local property owner along the Yellowstone River
Doug and his wife, Zena, own and operate the Mission Ranch, a cattle ranch that has been in the family for two generations. The Yellowstone River flanks the ranch on its northern end for a stretch of two miles. The ranch contains extensive Yellowstone River bottomlands and several spring creeks.



Steve Golnar, City Manager, City of Livingston
Steve has dedicated his professional career to management of small towns in the Intermountain West. He grew up in Colorado, and received a Bachelors of Arts in Economics and Mathematics from Western State College in Gunnison and his Master of Governmental Administration from the University of Pennsylvania's Fels Government Center. Steve has worked with, and for, local governments on Colorado's western slope, served as Assistant Director of the Wyoming Association of Municipalities (1985-1988), and City Administrator of Kemmerer, Wyoming (1988-1995) before coming to Livingston.



Michelle Goodwine, CRS, ABR, GSI; past president of the Montana Association of REALTORS®. Michelle has worked as a REALTOR® for 16 years and owns Coldwell Banker Maverick Realty. Michelle is a Livingston native and she and her family live north of town on the Yellowstone River.



Jerry O'Hair, local property owner along the Yellowstone River
O'Hair family members are fourth generation Paradise Valley residents. Jerry owns and operates a working cattle ranch that adjoins the upper Yellowstone River for approximately three miles. The internationally famous Armstrong Spring Creek is also located on his ranch.



Brant Oswald, Conservation Group(s) Representative
Brant is a licensed Montana outfitter and co-manager of the Yellowstone Angler, a fly fishing shop in Livingston. He has served on the Board of Directors of both the Joe Brooks Chapter (Livingston) of Trout Unlimited and the Park County Environmental Council.



Ed Schilling, Park County Commissioner
Ed has lived in Montana for more than 40 years. He and his family reside in the Clyde Park area. In addition to his many commission duties, Ed is a local businessman and owner of AG Tech, a ranch and property consulting and management company.



Rod Siring, local property owner along the Yellowstone River
Rod was born and raised in Montana, and he and his wife have spent the last 35 years in Park County. Rod is a retired Park Electric Cooperative manager, where he worked for 30 years. He enjoys fishing and boating on the Yellowstone.



Bob Wiltshire, Angling Community Representative
For more than 20 years, Bob has been closely involved with the fishery of the Yellowstone River. Employed by the Federation of Fly Fishers, Bob has 15 years of outfitting experience, a background in fishery management, is a frequent lecturer about fisheries issues, and contributes angling articles to a number of publications.

FORMER TASK FORCE MEMBERS

Shaunda Hildebrand, 1997 & 1998, former Vice Chair, Park Conservation District Administrator

Mike Atwood, 1997-2001, former Vice Chair, Natural Resource Industry Representative
Mike Atwood has worked with natural resource and land management issues for more than 20 years with emphasis in forestry, large forestland acquisitions, and management. Mike and wife, Toni, own property and a vacation home along the Yellowstone River south of the Emigrant bridge.

Tom Lane, 1997-2001, former member, local property owner along the Yellowstone River
Long time residents of the Livingston area, the Lane family owns and operates cattle ranches throughout the state of Montana. Tom's family business includes a large operation and land holding along the upper Yellowstone River.

Ellen Woodbury, 1997-2003, former Park County Planner
Ellen was the Park County Planning Director and Floodplain Administrator from 1992 to 2003. She was nominated by the Park County Commissioners to represent the County on the Task Force. Ellen graduated from Montana State University and attended graduate school at Western Illinois University.

Jim Woodhull, 1997-2003, City of Livingston Planner
Born and raised in Livingston, Jim has been with the Livingston City Planning Office since graduating from Montana State University, Bozeman in 1992.

TASK FORCE EX-OFFICIO MEMBERS



Ken Britton, District Ranger
US Forest Service, Gallatin National Forest
Gardiner Ranger District
Gardiner, Montana

Liz Galli-Noble, Task Force Coordinator
Livingston, Montana



Tom Olliff, Chief, Branch of Natural Resources
National Park Service, Yellowstone National Park
Mammoth, Wyoming

Ron Archuleta, District Ranger
US Forest Service, Gallatin National Forest
Livingston Ranger District
Livingston, Montana



Robert Ray, Watershed Management Section Supervisor
Montana Department of Environmental Quality
Planning, Prevention, and Assistance Division
Helena, Montana

Laurence Siroky, Water Operations Bureau Chief
Montana Department of Natural Resources and Conservation
Floodplain Program, Water Resources Division
Helena, Montana



Allan Steinle, Montana State Program Manager
US Army Corps of Engineers,
Regulatory Branch
Helena, Montana

Stan Sternberg, Environmental Program Manager
Environmental Services
Montana Department of Transportation
Helena, Montana



Joel Tohtz, Fisheries Biologist
Montana Fish Wildlife and Parks
Livingston, Montana

FORMER EX-OFFICIO TASK FORCE MEMBERS

Doug McDonald (Corps), Ken Kastelitz (City of Livingston), Joel Marshik (MDT), Stuart Coleman (YNP), John Logan (USFS), Stuart Lehmann (DEQ), Terri Marceron (USFS), Michael Rabbe (Corps), Wayne Brewster (YNP), Dean Yashan (DEQ), and Tom Osen (USFS).

TECHNICAL ADVISORY COMMITTEE (TAC)

The Task Force appointed a Technical Advisory Committee (hereafter referred to as the TAC) in 1998. The TAC's role was (1) to assist the Task Force by offering scientific guidance, (2) to develop an integrated research program, and (3) to evaluate research proposals and results. The TAC also took the lead in data synthesis and interpretation of information for the Task Force.



Photo 1. TAC meeting. Photo by E. Galli-Noble.

The TAC was designed to provide guidance and advice to the Task Force, when requested, based on the results of the scientific investigations. The TAC was given both broad direction and specific missions by the Task Force, and had the flexibility to determine how best to accomplish its job. The TAC had no authority to make policy decisions or recommendations on behalf of the Task Force; rather, its role was to work as directed by the Task Force to ensure that (1) the right questions were asked, (2) the best approach and methods were used to answer questions, (3) the data collected were objective, defensible, and trustworthy, and (4) the answers provided were understandable and relevant.

As the upper Yellowstone River investigation expanded over the past six years, so too did the TAC. Five individuals were officially appointed by the Task Force to form the nucleus of the committee. Reflecting the expansion of the overall project, the TAC grew to include agency liaisons, Task Force staff, and research team principal investigators (see *Table 1* for list of TAC members). Thus, the TAC fostered communication and data sharing amongst the independent research efforts, and ensured that data synthesis was possible in the final phase of the project. Coordination and consistency between study components—particularly with respect to stratification and selection of sampling and detailed mapping sites—was achieved through TAC oversight.



Photo 2. TAC members at the Governor's Conference. Photo by E. Galli-Noble.



Photo 3. TAC and Task Force members at the Governor's Conference. Photo by E. Galli-Noble.

In addition to study management, members of the TAC have played other vital roles on the project. TAC members have provided the Task Force with a readily available scientific sounding board during meeting discussion and recommendation deliberations. They have also helped conduct several educational events for interested parties in

the watershed, as well as attending and presenting at many conferences and workshops focusing on the Yellowstone River.

Finally, the TAC chair and all of the research team leaders formally presented their research findings to the Task Force from September 2002 through April 2003. Subsequently, they presented research results, and lectures on integration of the science and cumulative impact analysis at the *Governor's Conference for the Upper Yellowstone River* on October 21, 2003.

The success of the Upper Yellowstone River Project is due in large part to the dedication, professionalism, and scientific integrity of its TAC. The Task Force cannot thank them enough for the vital role that they played during this six-year process. In particular, we owe a great debt to Dr. Duncan Patten, TAC chair, who volunteered years of his personal time to manage the scientific investigations and educate the community about riverine ecology and the upper Yellowstone River system.



Photo 4. TAC chair and President Gamble. Photo by E. Galli-Noble.

Table 1. Technical Advisory Committee Members and Researcher Team Leaders

Name	Profession / Title	Agency / Affiliation
*Dr. Duncan Patten, Chair	Riparian Ecologist	Montana State University
Dr. Zack Bowen	Fish Habitat Research Team Leader	USGS-BRD
Monica Brelsford / Dr. Bruce Maxwell	Historic Watershed Land Use Assessment	Montana State University
Tim Bryggman	Economist/Socio-Economic study advisor	Montana DNRC
*Chuck Dalby	Geomorphology Research Team Leader	Montana DNRC
*Liz Galli-Noble	Coordinator, Liaison	Task Force
Mike Gilbert	Environmental Resources Specialist	US Army Corps of Engineers
*Tom Hallin	Professional Surveyor	Private Survey Business
Dr. Andy Hansen	Wildlife Research Team Leader	Montana State University
Rob Hazlewood / George Jordan	Wildlife/Fisheries Biologists	USFWS
Steve Holnbeck	Hydraulic Analysis Research Team Leader	USGS-WRD
Dr. Mike Merigliano	Riparian Trend Analysis Team Leader	University of Montana
Pat Newby	Yellowstone Basin Water Quality Monitoring Specialist	Montana DEQ
Chuck Parrett	Hydraulic Analysis Research Team Leader	USGS-WRD
Tom Pick	Physical Features Inventory Current Watershed Land Use Team Leader	USDA NRCS
*Jim Robinson	Geomorphology Research Team Leader	Montana DNRC
*Dr. Greg Schildwachter (Former TAC member)	Wildlife Biologist	Intermountain Forest Association
*Brad Shepard	Fisheries Biologist	American Fisheries Society
Allan Steinle	Environmental Resources Specialist	US Army Corps of Engineers
Dr. Al Zale	Fish Populations Research Team Leader	Montana State University

* = Task Force-appointed TAC members.

GOVERNOR'S UPPER YELLOWSTONE RIVER TASK FORCE RECOMMENDATIONS—A BRIEF SUMMARY

The Task Force developed and applied a formal process, *Steps for Formal Action on Task Force Recommendations* (see *Appendix C)*, to provide structure and equity as they deliberated and ultimately reached consensus on a package of 43 final recommendations. The Task Force proposed and deliberated on recommendations from May 6, 2003 to August 25, 2003, meeting 12 times during that period. Minutes of those meetings documented—almost verbatim—the discussions and recommendation deliberations conducted by Task Force members and interested members of the public, and are available by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org or upon request at the Task Force/Park Conservation District office.

All 43 recommendations are presented below. These recommendations are in no order of priority; instead, they have been placed under pertinent discussion topic categories and those categories are simply presented in alphabetical order. Following this summary, each recommendation is addressed in detail.

The Governor's Upper Yellowstone River Task Force recommends that:

I. BANK STABILIZATION

I.a. "A local Bank Stabilization Information Clearinghouse should be created to provide information about new and existing methods of bank stabilization, including methods that complement the natural system and methods that might be appropriate for specific individual situations."

I.b. "Studies should be developed which would indicate what types of bank stabilization would work best to achieve particular goals within different geomorphic reaches of the upper Yellowstone River."

II. BRIDGES

II.a. "When the following bridges are replaced or removed, hydraulic impacts identified in the Geomorphology Study should be lessened: Emigrant Bridge; Carter's Bridge; Interstate-90 Bridge; Railroad Bridge at Highway 10/89 South[1]; Highway 10/89 South Bridge[1]; Highway 89 North Bridge[1] (near the Shields River); Railroad Bridge at Highway 89 North[1] (near the Shields River); and Springdale Bridge."

II.b. "Solutions should be developed to remove abandoned bridge abutments and piers, and to reclaim abandoned bridge approaches."

II.c. "All new bridges and bridge substructure reconstructions (for example, piers and abutments) should be designed to minimize upstream and downstream negative impacts of sedimentation and gravel deposition."

II.d. "Bridge design considerations on the upper Yellowstone River should include examination of the cumulative impacts and the costs and benefits of zero backwater standards at any scheduled reconstruction. As an initial project, a zero backwater design at the Highway 10/89 South Bridge[1] over the Yellowstone (east of Livingston) should be evaluated to increase the flow capacity of the river through town, and the Governor should enlist the cooperation and support of the railroad to build a parallel zero backwater bridge north of the Highway 10/89 South Bridge[1]."

[1] Present day US Highway 89 (east of Livingston) was formally called Highway 10, and sections of that road still retain the Highway 10 designation. There are two sets of side-by-side bridges (public and railroad) crossing the upper Yellowstone River on Highway 89 within a short distance of each other; to avoid further confusion the following descriptive bridge information has been provided:
The Highway 10/89 South Bridge and its parallel railroad bridge are located near KPRK Radio Station at T2S R10E Section 7.
The Highway 89 North Bridge and its parallel railroad bridge are located near the Shields River at T1S R10E Section 26.

III. FINANCIAL INCENTIVES

III.a. "Financial incentives should be established to help landowners on the upper Yellowstone River, on a voluntary basis, (1) to remove flood control and bank stabilization structures that no longer function properly or are obsolete; and (2) to modify or replace flood control and bank stabilization structures, provided that such modified or replaced structures eliminate or mitigate undesirable impacts on the riparian system."

III.b. "A Park County Bond Issue should be proposed to protect and preserve agricultural lands, scenic views, socially desirable riverscapes, and important riparian habitats along the Yellowstone River; and a representative Citizens' Advisory Council should be established to develop criteria, to recommend expenditures, and to facilitate approval of projects funded by public monies."

III.c. "A fund should be established with the State of Montana to receive legislative allocations, agency grants, and private donations for the purpose of matching, on a dollar-for-dollar basis, all projects that have been funded by the Citizens' Advisory Council pursuant to a Park County Bond Issue to protect and preserve agricultural lands, scenic views, socially desirable riverscapes, and important riparian habitats along the Yellowstone River."

III.d. "State, federal, and private sources should be developed to increase the funding available for conservation easements on lands in close proximity to the upper Yellowstone River."

III.e. "A study should be conducted to determine the feasibility of creating a voluntary, market-based program to remove, relocate, or redesign bank stabilization structures by allowing transfers of, and trade in, state and federal bank stabilization permits between willing parties."

III.f. "A grant writer should be engaged by the Montana Department of Fish, Wildlife and Parks, the Governor's Office on Economic Development, City of Livingston, and Park County to pursue funding for projects of joint interest related to the upper Yellowstone River."

IV. FISH / FISHERIES

IV.a. "Annual fish population surveys should be conducted on all sections where they have historically been made. If indications of a declining population trend are detected, additional studies must be implemented to identify potential causes and recommend actions that will restore populations."

IV.b. "Further investigations into the production and rearing of juvenile fish in the upper Yellowstone River should be conducted, particularly to determine the relative importance of lateral side channels, mainstem habitats, overflow habitats, and spring creeks."

IV.c. "New irrigation projects should consider fish-friendly construction and management in their design."

V. FLOODPLAIN DEVELOPMENT

V.a. "No additional Livingston public schools should be constructed on Livingston Island (also known as McLeod Island)."

VI. FUTURE SCIENCE / MONITORING / RESEARCH

VI.a. "The US Geological Survey-Helena and the US Geological Survey-Biological Resources Division should be encouraged to monitor and measure the effects of instream structures on the river over time."

VI.b. "The Natural Resource Information System (NRIS) should house all Task Force Geographic Information System (GIS) information."

VI.c. "A study should be conducted to understand the river dynamics and hydrology related to sloughing of river banks at Deep Creek, the Weeping Wall, and Mallard's Rest."

VI.d. "A study should be funded to identify the current conflicts and potential future conflicts arising from changing uses of the upper Yellowstone River."

VI.e. "The development and maintenance of a long-term database of macroinvertebrate populations should be encouraged to monitor water quality in the Yellowstone River."

VI.f. "The drilling site known as Hobbs Well should be thoroughly investigated to determine what, if any, impacts it has created, or may create, on subterranean and surface water flows."

VI.g. "People should be encouraged to study different techniques or ways to alleviate the flooding damage through the upper Yellowstone River study area."

VI.h. "Regulatory program modifications for activities that affect the upper Yellowstone River should be considered in the context of the Governor's Upper Yellowstone River Task Force scientific investigations."

VI.i. "A river migration study should be undertaken to measure the potential for river channel avulsion between the Livingston Ditch headgate and Interstate 90, and to identify measures which could be implemented to prevent flood damage to the Livingston urban area."

VI.j. "The State of Montana, along with federal sources, should fund an Upper Yellowstone Research and Monitoring program to coordinate efforts by agency personnel, universities and researchers, and the community to develop and implement a long-term research and monitoring program in the upper Yellowstone River study area."

VII. NEW STAKEHOLDER GROUP

VII.a. "Stakeholder group(s) should be developed, with full public participation, to continue to monitor the status of the upper Yellowstone River, to make recommendations about river related issues, to encourage long-term monitoring of river related projects, to promote the completion of identified research needs, and to examine the implementation of the Governor's Upper Yellowstone River Task Force recommendations."

VIII. NINTH STREET ISLAND

VIII.a. "Implement a solution that minimizes cumulative impacts to achieve hydraulically-balanced water surface elevations, with little or no backwater, in the channels separated by Ninth Street and Siebeck Islands."

VIII.b. "Park County should be encouraged to develop a free-span bridge to Ninth Street Island and to pursue such a bridge through the Department of Transportation's Adopt-A-Bridge-Program or any other funding source."

IX. NOXIOUS / INVASIVE PLANTS

IX.a. "Additional studies should be designed and conducted to document the proliferation of noxious or invasive plants along the river corridor, and to evaluate the impacts on fish, wildlife, water quality, soil and bank stability, and economic productivity; and programs that monitor and reduce invasive plant infestations should be supported."

X. PERMITTING / REGULATORY / MANAGEMENT DECISIONS

X.a. "The streamlined uniform permit application process among local, state, and federal permitting agencies should be continued and, when possible, improved."

X.b. "All permitting and/or management decisions (including the Special Area Management Plan) on the upper Yellowstone River should thoroughly consider and must recognize and respect:

1. the function of the flood plain, including but not limited to: connectivity between the river channel and the flood plain; regeneration of cottonwoods and other riparian vegetation; and maintenance of side channel habitat for spawning and juvenile fish; and
2. the public and private interest in protecting private property and important social, economic, and natural resources existing on or near the flood plain; and
3. the geomorphology of particular river reaches and their different inherent characteristics."

X.c. " Policies should be continued that allow for the removal of large woody debris on a localized basis to protect public and private infrastructure, to assure public safety, and to allow side channel function when necessary."

X.d. "Necessary dredging of sedimentation should be continued to maintain irrigation structures and canals."

X.e. "The Montana Department of Fish, Wildlife, and Parks should develop an angling 'closure' matrix specifically designed to address any future severe conditions on the upper Yellowstone River to protect its unique characteristics including its fisheries and fish habitat."

X.f. "The US Army Corps of Engineers should include in their 205 Study: (1) an investigation of widening the channel by resloping the north bank, in a stepped or terraced fashion, around cross sections #55,000 and #56,000 on the preliminary floodplain map, while maintaining a park-like environment; and (2) should identify, if possible, funding for mitigation of landfills if necessary."

X.g. "Park County should be asked to join with the City of Livingston to co-sponsor the Section 205 Study in order to develop a comprehensive approach to structural and non-structural solutions to floodplain management issues in and around the City of Livingston."

X.h. "An analysis should be conducted to determine the feasibility of relocation and buyout options for property owners who are located or reside in the floodway in the Livingston area."

X.i. "Mining and mining-related dredging should be prohibited in the active bankfull bed and banks of the upper Yellowstone River. Mining and mining-related dredging and sale of sand and gravel as a byproduct of bank stabilization, flood control, and maintenance of irrigation structures and canals are not prohibited under this recommendation.

X.j. "The US Army Corps of Engineers should conduct a public scoping process during the development of the Special Area Management Plan for the upper Yellowstone River."

XI. PUBLIC STRUCTURES

XI.a. "Existing public structures that have undesirable impacts on the upper Yellowstone River's riparian system function should be modified or replaced, provided that such modified or replaced structures eliminate or mitigate those undesirable impacts with no significant adverse effects on existing public or private entities."

XI.b. "Any structural or non-structural modifications to the river bank through Livingston should blend with the environmental, cultural, and historic themes of the community to the extent possible."

XI.c. "Construction of a flood control dam and impoundment on the mainstem of the Yellowstone River not be considered as a potential management alternative."



Photo 5. Upper Yellowstone River in Paradise Valley. Photo by E. Galli-Noble.

GOVERNOR'S UPPER YELLOWSTONE RIVER TASK FORCE RECOMMENDATIONS—ADDRESSED IN DETAIL

Recommendations are in no order of priority.

The Governor's Upper Yellowstone River Task Force recommends that:

I. BANK STABILIZATION

I.a. "A local Bank Stabilization Information Clearinghouse should be created to provide information about new and existing methods of bank stabilization, including methods that complement the natural system and methods that might be appropriate for specific individual situations."

Landowners indicated to the Task Force that they would benefit from a locally housed information center focusing specifically on bank stabilization methods. There is a great deal of information already published on the subject that needs to be compiled and consolidated for ease of access. New information from local landowners' experiences could also be documented and shared with others through this entity. Task Force members agreed that a one-size-fits-all approach cannot be taken when it comes to bank stabilization. There is still much to learn when it comes to what works best for the individual landowner, while also complementing the natural river system.

The Task Force recommended that the clearinghouse be housed locally, within Park County, in order to provide the most benefit to local landowners. The Park Conservation District and Park County were identified as possible entities to house the clearinghouse, but no specific location was agreed upon during Task Force deliberations.

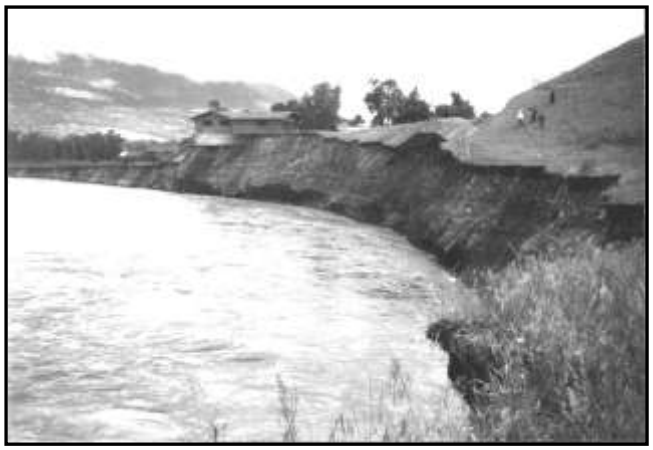


Photo 6. House lost in high water in 1997. Photo source unknown.

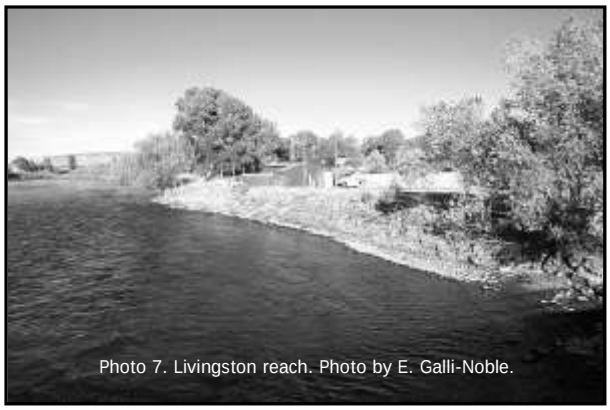


Photo 7. Livingston reach. Photo by E. Galli-Noble.



Photo 8. Barb. Photo courtesy of MSU.

Recommendation I.a. deliberations: This recommendation was originally proposed on May 6, 2003; discussion continued and consensus was reached on May 22, 2003.

I.b. "Studies should be developed which would indicate what types of bank stabilization would work best to achieve particular goals within different geomorphic reaches of the upper Yellowstone River."

In the same vein as the previous Recommendation I.a. discussion, this recommendation was carefully worded to stress flexibility for landowners as they attempt to apply unique, appropriate, and sensitive methods of bank stabilization in differing geomorphic reaches of the upper Yellowstone River.

This recommendation identifies the need to address the differing geomorphic reach types when making decisions about what types of bank stabilization will work best to achieve particular land-management goals. That wording is a direct reflection of the results presented in the geomorphology study (Report 10, page 16; see *Table 2* on next page), which outlines the differing geomorphic channel types found in the upper Yellowstone River corridor and then presents the characteristics associated with those types: natural confinement, slope, pattern, sediment texture, sediment sources and availability, meander belt width, and channel stability. Given this scientific information provided, the Task Force acknowledged that geomorphic factors must be taken into account in order for bank stabilization projects to be appropriately applied and properly constructed.



Photo 10. Barb downstream from Mallards Rest. Photo by E. Galli-Noble.



Photo 9. Upper Yellowstone River near Springdale. Photo courtesy of NRCS.

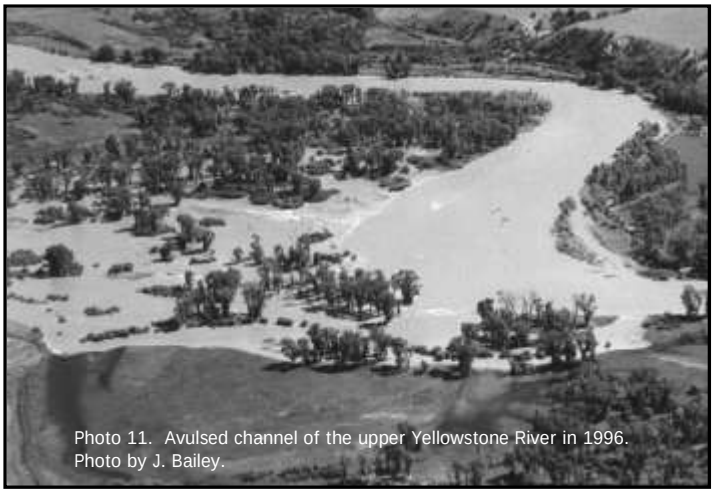


Photo 11. Avulsed channel of the upper Yellowstone River in 1996. Photo by J. Bailey.

Recommendation I.b. deliberations: This recommendation was originally proposed on May 6, 2003 and discussion continued and consensus was reached on May 22, 2003.

Table 2. Geomorphic Classification Scheme Applied to Upper Yellowstone River Channels; Bisson and Montgomery (1996) and Montgomery and Buffington (1997) Classification Used (Source: Report 10, page 16).

Channel Type	Natural Confinement	Channel Slope	Pattern	Meander Belt Width	Sediment Texture	Sediment Sources	Sediment Availability	Frequency of Occurrence				Channel Stability
								Gravel Bars	Large Woody Debris	Side Channels	Channel Modification	
Bedrock	High	>0.003	S<1.5	Low	Precambrian, Paleozoic,or Cretaceous Bedrock	Low	Low (supply limited)	Low	Low	Low	Low	Lateral = high Vertical= high
Cascade	High	>0.003	S<1.5	Low	Gravel, Cobble, Boulder	Low	Low (supply limited)	Low	Low	Low	Low	Lateral = high Vertical= high
Plane Bed	Medium, High	0.001 to 0.003	S=1.1 to 2	Low	Gravel, Cobble, Boulder	Low	Low (supply limited)	Low	Low	Low	Low	Lateral = high Vertical= high
Pool-Riffle	Low, Medium, High	0.001 to 0.003	S=1.5 to 2.5	Medium High	Sand, Cobble, Gravel	Moderate	Moderate (supply or transport limited)	Low/ Med	Low Medium High	Low Medium	Low Medium High	Lateral = varies Vertical= varies
Anabranching	Low	<0.002	Multiple Channel	Medium High	Cobble, Sand, Gravel	High	Transport limited	High	High	High	High	Lateral = varies Vertical= varies
Anabranching /Braided	Low	<0.002	Multiple Channel/ Braided	Medium High	Sand, Gravel	High	Transport limited	High	High	High	High	Lateral = low Vertical= low
Forced	Varies											

II. BRIDGES

II.a. "When the following bridges are replaced or removed, hydraulic impacts identified in the Geomorphology Study should be lessened: Emigrant Bridge; Carter's Bridge; Interstate-90 Bridge; Railroad Bridge at Highway 10/89 South[1]; Highway 10/89 South Bridge[1]; Highway 89 North Bridge[1] (near the Shields River); Railroad Bridge at Highway 89 North[1] (near the Shields River); and Springdale Bridge."

[1] Present day US Highway 89 (east of Livingston) was formally called Highway 10, and sections of that road still retain the Highway 10 designation. There are two sets of side-by-side bridges (public and railroad) crossing the upper Yellowstone River on Highway 89 within a short distance of each other; to avoid further confusion the following descriptive bridge information has been provided: The Highway 10/89 South Bridge and its parallel railroad bridge are located near KPRK Radio Station at T2S R10E Section 7. The Highway 89 North Bridge and its parallel railroad bridge are located near the Shields River at T1S R10E Section 26.

When the Montana Department of Transportation was asked to join the Task Force in 1997, Governor Racicot clearly indicated that a recommendation that all the bridges on the upper Yellowstone River be replaced was not a financially viable option. Nevertheless, the Task Force sought scientific information about the effects of existing bridges on the upper Yellowstone River and asked the geomorphology study team to investigate the hydraulic impacts of all of the upper Yellowstone River bridges. This recommendation ties directly to the geomorphology study findings (see Report 10, pages 39 and 40). Of the bridges that cross the Yellowstone River within the Upper Yellowstone River Study Area (Gardiner to Springdale, Montana), a significant percentage were found to have a moderate to high effect on channel processes and attributes (see *Table 3* on next page). The Task Force recommended that only when these problematic bridges are scheduled to be replaced or removed should their hydraulic impacts be lessened.

According to geomorphology study findings, bridges may affect the river channel in several ways: (1) the bridge opening typically constricts flow and this causes a local increase in velocity and erosive power, resulting in contraction scour; and (2) if constriction is significant, a backwater may form, which reduces the sediment transport capacity of the upstream channel and aggradation of the channel occurs. Due to the steep slope of the upper Yellowstone River, the primary zone of influence of bridges is likely limited to a relatively short distance up and downstream. Bridge effects were qualitatively assessed based on comparative examination of 1948 and 1999 photo mosaics and examination of channel changes at the site.

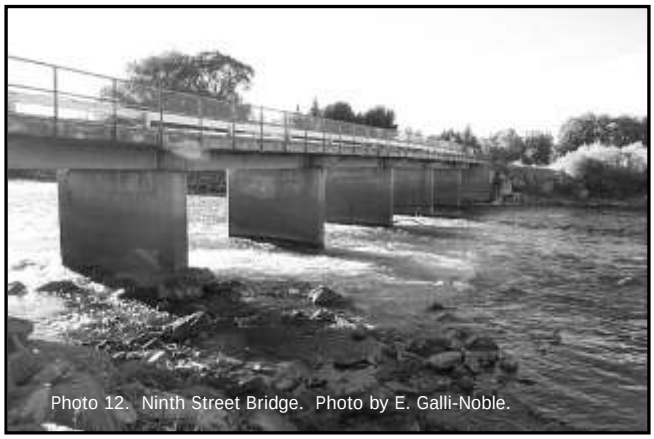


Photo 12. Ninth Street Bridge. Photo by E. Galli-Noble.



Photo 13. Interstate 90 Bridge. Photo by E. Galli-Noble.

Table 3. DRAFT Geomorphic Effects of Upper Yellowstone River Bridges (Source: Report 10, page 40)

ID #	Bridge	Year Constructed	Relative Physical Effects	Upstream	Downstream
1	Gardiner Bridge	1930	None	--	--
2	Corwin Springs Bridge	1908	Low	Slight Aggradation	--
3	Carbella Bridge	1918	None	--	--
4	Point of Rocks Bridge	1958	Low	--	Slight Aggradation
5	Emigrant Bridge	1949	Moderate	Aggradation	--
6	Mill Creek Bridge	1960	None	--	--
7	Pine Creek Bridge	1990	Low	Aggradation	--
8	Carters Bridge	1921	Moderate	Aggradation	Aggradation
9	Interstate 90 Bridge (south)*	1962	High	Aggradation/Incision	Incision
10	Interstate 90 Bridge (north)*	1962	High	Aggradation/Incision	Incision
11	9th Street Bridge	1964	Low	Incision	Slight Aggradation
12	Highway 10/89 S Bridge*	1934	High	Aggradation	Aggradation
13	Parallel Railroad Bridge*	1919	High	Aggradation	Aggradation
14	Shields (Highway 89 N) Bridge*	1955	High	Aggradation/Incision	Aggradation/Incision
15	Parallel Railroad Bridge *	1897	High	Aggradation/Incision	Aggradation/Incision
16	Springdale Bridge	1980	Moderate	Aggradation	--

* = The geomorphic effects of these sets of parallel bridges were not considered separately.

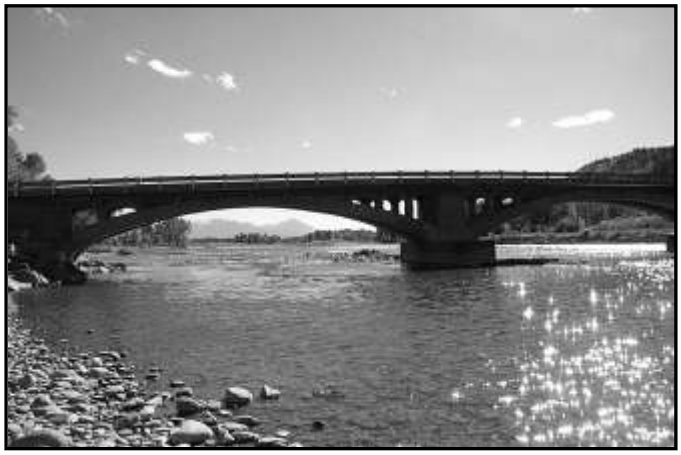


Photo 14. Carters Bridge. Photo by E. Galli-Noble.



Photo 15. Emigrant Bridge. Photo by E. Galli-Noble.

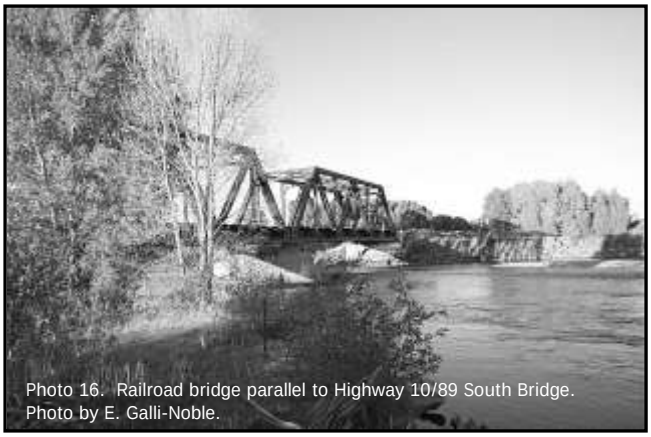


Photo 16. Railroad bridge parallel to Highway 10/89 South Bridge. Photo by E. Galli-Noble.

Recommendation IIa. deliberations: This recommendation was originally proposed and reached consensus on June 2, 2003.

II.b. "Solutions should be developed to remove abandoned bridge abutments and piers, and to reclaim abandoned bridge approaches."

The upper Yellowstone River is a high recreational use river, and Task Force members expressed concern about both the hydraulic effects and safety hazards that abandoned structures create when left within the channel. They also emphasized that it is not just the banks and channel of the river that are of concern to local citizens, but that it is also important that abandoned bridge approaches be reclaimed for safety, access, weed prevention, and aesthetic reasons.

Additional information provided to the Task Force in November 2003: State agencies have contacted the Task Force office asking if there are specific areas where they may focus their efforts in addressing this issue.

The Task Force identified the following locations as problematic:

1. Pilings in the river from the old Springdale Bridge.
2. Piling in the river near Gray Bear Fishing Access.
3. Piling in the river in the area of: Township 6 South, Range 8 East, Section 8.
4. Abandoned Harvest Bridge approach near Mayors Landing.
5. Abandoned railroad bridge off of Highway 89 North, heading north up the Shields Valley.

It should be noted that these are not the only areas that may need agency attention.

Recommendation II.b. deliberations: This recommendation was originally proposed and reached consensus on June 2, 2003.

II.c. "All new bridges and bridge substructure reconstructions (for example, piers and abutments) should be designed to minimize upstream and downstream negative impacts of sedimentation and gravel deposition."

Building on the concepts introduced in Recommendation II.a.—that when bridge openings constrict flow, a local increase in velocity and erosive power often occurs, resulting in contraction scour; and if the constriction is significant, a backwater may form, reducing the sediment transport capacity of the upstream channel and aggradation of the channel occurs—this recommendation suggests that we need to rethink the way we design bridges in the future.

Again, realizing that all the bridges on the Yellowstone cannot simply be rebuilt or replaced in the short term, the Task Force recommends that when new bridges are built or major maintenance to existing bridge substructure is scheduled, the design of those projects should actively seek to minimize upstream and downstream negative impacts of sedimentation and gravel deposition.

Recommendation II.c. deliberations: This recommendation was originally proposed and reached consensus on July 22, 2003.

II.d. "Bridge design considerations on the upper Yellowstone River should include examination of the cumulative impacts and the costs and benefits of zero backwater standards at any scheduled reconstruction. As an initial project, a zero backwater design at the Highway 10/89 South Bridge[1] over the Yellowstone (east of Livingston) should be evaluated to increase the flow capacity of the river through town, and the Governor should enlist the cooperation and support of the railroad to build a parallel zero backwater bridge north of the Highway 10/89 South Bridge[1]."

[1] Present day US Highway 89 (east of Livingston) was formally called Highway 10, and sections of that road still retain the Highway 10 designation. There are two sets of side-by-side bridges (public and railroad) crossing the upper Yellowstone River on Highway 89 within a short distance of each other; to avoid further confusion the following descriptive bridge information has been provided: The Highway 10/89 South Bridge and its parallel railroad bridge are located near KPRK Radio Station at T2S R10E Section 7. The Highway 89 North Bridge and its parallel railroad bridge are located near the Shields River at T1S R10E Section 26.

As was stated in the previous recommendations concerning bridges on the Yellowstone, the Task Force again stressed the need for new bridge design considerations and brought in the concept of zero backwater standards for future projects. In this recommendation, the Task Force does not dictate that this standard be required on all future projects; rather, they recommended that an examination of the cumulative impacts and the costs and benefits of zero backwater standards be included in Yellowstone River bridge designs in the future. They even suggested a test case: the replacement of the Highway 10/89 South Bridge, scheduled for 2008. The idea behind the zero back water application on the Highway 10/89 South Bridge is that by eliminating backed up water at the bridge, flow levels through the urban reach would be reduced, which would likely benefit many Livingston residents and lessen impacts to private and publicly held properties.

Further, the Task Force acknowledges that if the highway bridge is replaced with a better design, and if the railroad bridge downstream is not rebuilt to the same standards, the constraint remains the railroad bridge and negative impacts and backwater will not be reduced. The Task Force recommends, therefore, that the Governor enlist the cooperation and support of the railroad to build a zero backwater bridge as well. The hope is that the railroad becomes a partner in this effort.

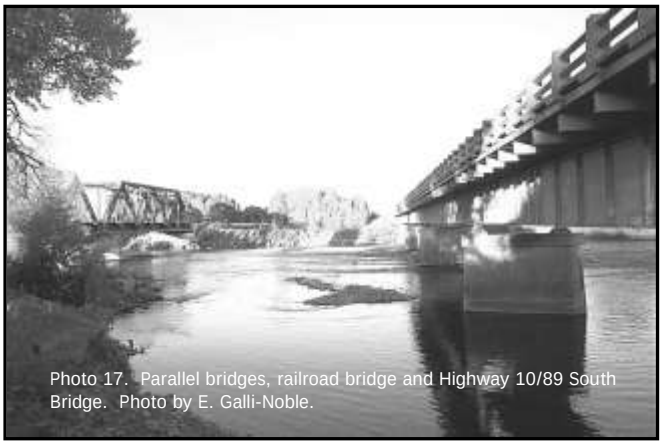


Photo 17. Parallel bridges, railroad bridge and Highway 10/89 South Bridge. Photo by E. Galli-Noble.

Additional Information provided to the Task Force in October 2003:
Subsequently, David Cook, bridge specialist for Montana Rail Link, attended the *Governor's Conference for the Upper Yellowstone River* in October 2003 and expressed interest in helping to resolve this bridge issue. Mr. Cook asked if he could be added to the team working on this issue; he may be contacted at: Montana Rail Link, 101 International Way, Missoula, MT 59808.

Recommendation II.d. deliberations: This recommendation was originally proposed and reached consensus on August 5, 2003.

III. FINANCIAL INCENTIVES

III.a. "Financial incentives should be established to help landowners on the upper Yellowstone River, on a voluntary basis, (1) to remove flood control and bank stabilization structures that no longer function properly or are obsolete; and (2) to modify or replace flood control and bank stabilization structures, provided that such modified or replaced structures eliminate or mitigate undesirable impacts on the riparian system."

Members of the Task Force, in particular landowners along the river, acknowledged that there are old flood control or bank stabilization structures (for example, jetties and levees) that no longer function properly or are obsolete, and could be modified or removed. However, the costs associated with structure modification or removal would be prohibitive for many landowners, and thus likely never be done without some kind of incentive program. Financial incentives were deemed one way of starting the process of addressing these obsolete structures.

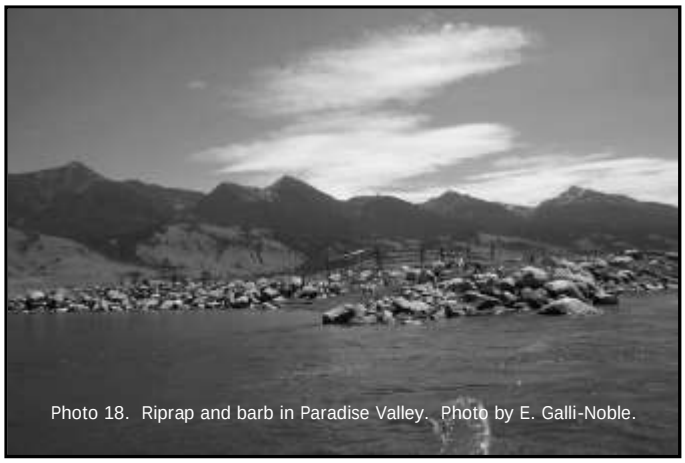


Photo 18. Riprap and barb in Paradise Valley. Photo by E. Galli-Noble.



Photo 19. Riprapped bank. Photo courtesy of MSU.



Photo 20. Jetty. Photo by courtesy of MSU.

Recommendation III.a. deliberations: Two recommendations were combined in this final recommendation; the first one was originally proposed and reached consensus on May 22, 2003 and the second was proposed and reached consensus on June 2, 2003.

III.b. "A Park County Bond Issue should be proposed to protect and preserve agricultural lands, scenic views, socially desirable riverscapes, and important riparian habitats along the Yellowstone River; and a representative Citizens' Advisory Council should be established to develop criteria, to recommend expenditures, and to facilitate approval of projects funded by public monies."

This recommendation is directly tied to results presented in the socio-economic study (Report 3). It focuses on values that are important to the local community, which were conveyed to that research team during their survey work in Park County. However, rather than dictate how the local community should manage for those values, the Task Force recommended that a Park County Bond Issue should be established, which would allow the public to vote on values they wish to protect along the Yellowstone River. Further, the Task Force recommended establishing a Citizen's Advisory Council in order to continue local leadership on river issues and to keep the decision making local. Many members of the public suggested that the new advisory council be patterned after the Task Force in structure and broad constituency make up. Finally, the Task Force recommended that the Park County bond focus on providing funds for land protections along the Yellowstone River, not throughout the entire County.



Photo 21. Upper Yellowstone River east of Livingston. Photo by E. Galli-Noble.

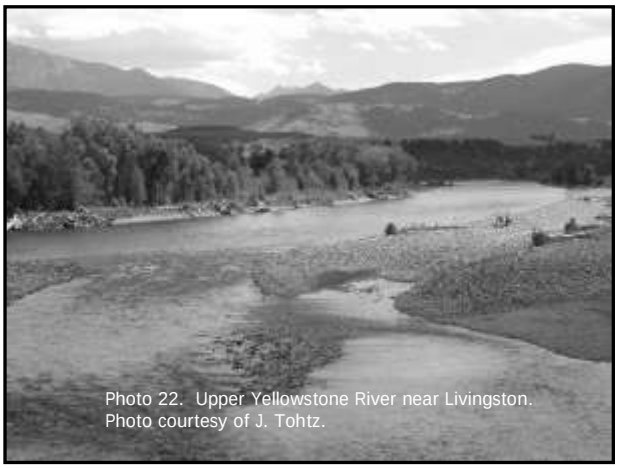


Photo 22. Upper Yellowstone River near Livingston. Photo courtesy of J. Tohtz.

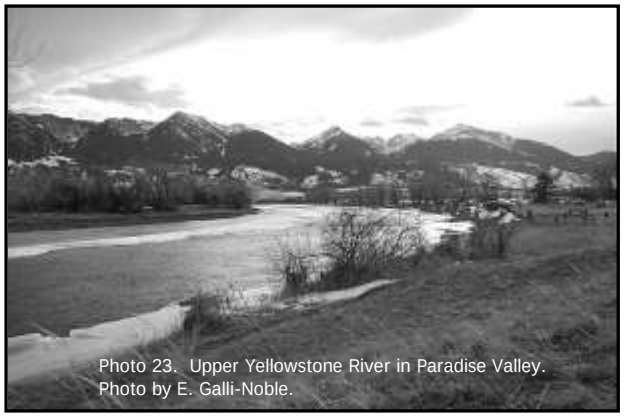


Photo 23. Upper Yellowstone River in Paradise Valley. Photo by E. Galli-Noble.

Recommendation III.b. deliberations: This recommendation was originally proposed on July 8, 2003, and was discussed further and reached consensus on July 15, 2003.

III.c. "A fund should be established with the State of Montana to receive legislative allocations, agency grants, and private donations for the purpose of matching, on a dollar-for-dollar basis, all projects that have been funded by the Citizens' Advisory Council pursuant to a Park County Bond Issue to protect and preserve agricultural lands, scenic views, socially desirable riverscapes, and important riparian habitats along the Yellowstone River."

The intent of this recommendation is to provide a mechanism to fund the efforts of the Citizen's Advisory Council—introduced in the proceeding Recommendation III.b. It specifically targets State allocations, agency grants, and private donations as a way of leveraging local dollars that are committed toward protecting and preserving agricultural lands, viewsheds, and the health and function of the upper Yellowstone River.

The Task Force recognized that more than just local citizens are concerned about the Yellowstone River, and therefore, they targeted a wide array of funding sources to carry out river-focused activities in Park County.



Photo 24. Upper Yellowstone River in Paradise Valley. Photo by E. Galli-Noble.

Recommendation III.c. deliberations: This recommendation was proposed and reached consensus on July 15, 2003.

III.d. "State, federal, and private sources should be developed to increase the funding available for conservation easements on lands in close proximity to the upper Yellowstone River."

Conservation easements was a topic that came up again and again during Task Force deliberations. Although Task Force members acknowledged that existing conservation easement programs are already in place, this recommendation is a statement that those programs are not necessarily working for landowners in Park County. What was specifically stated is that existing programs need to go further—pay more per acre—in Montana counties where land values have skyrocketed in recent years. It was recommended that available monies (state, federal, and private) be pooled as a way to adequately compensate landowners along the upper Yellowstone River at market values for easements.



Photo 25. Looking down on Livingston from east bank of river. Photo by E. Galli-Noble.

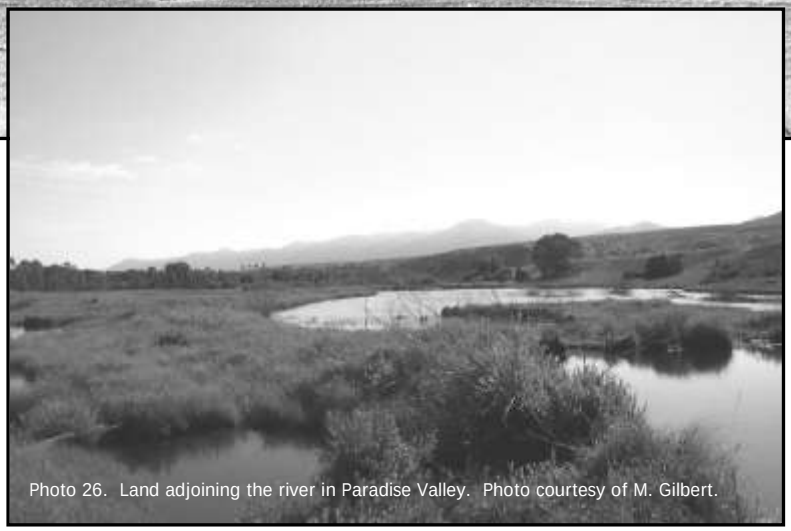


Photo 26. Land adjoining the river in Paradise Valley. Photo courtesy of M. Gilbert.

Recommendation III.d. deliberations: This recommendation was proposed and reached consensus on July 29, 2003.

III.e. "A study should be conducted to determine the feasibility of creating a voluntary, market-based program to remove, relocate, or redesign bank stabilization structures by allowing transfers of, and trade in, state and federal bank stabilization permits between willing parties."

Tradable permit programs have been introduced into many regulatory regimes over the past several decades, and such tradable permit programs have successfully leveraged the competitive efficiencies of the free market to achieve regulatory and social goals. This Task Force proposal encourages the Governor and federal and state agencies to investigate the feasibility of implementing such a tradable permit system for bank stabilization structures on the upper Yellowstone River. Such a program might allow, for example, environmental groups to purchase and retire bank stabilization permits held by landowners; or landowners could purchase permits from one another, thereby removing bank stabilization structures from one locale and replacing the removed structure in a new location that is in more immediate need. Such a program, if developed and implemented on the upper Yellowstone River, could serve as a model or pilot program for wider application in Montana and elsewhere.

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Recommendation III.e. deliberations: This recommendation was proposed and reached consensus on August 5, 2003.

III.f. "A grant writer should be engaged by the Montana Department of Fish Wildlife and Parks, the Governor's Office on Economic Development, City of Livingston, and Park County to pursue funding for projects of joint interest related to the upper Yellowstone River."

The intent of this recommendation was to seek grant sources that would help fund river-related projects and thus, take some of the tax burden off of the local residents. Several governmental entities, state and local, were identified as obvious collaborative partners when engaging a grant writer focusing on river-related issues and economic development in Park County.

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Recommendation III.f. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2003.

IV. FISH / FISHERIES

IV.a. "Annual fish population surveys should be conducted on all sections where they have historically been made. If indications of a declining population trend are detected, additional studies must be implemented to identify potential causes and recommend actions that will restore populations."

As part of this recommendation, the Task Force agreed that historic fisheries management work has been important on the upper Yellowstone and it should continue in the future. They also recommended that if declining populations trends are detected as a result of annual fish population surveys, additional studies must be implemented to determine the potential cause(s) of the decline and actions must be recommended to restore those diminished populations. Task Force members made a point to emphasize that this was to be a response to declining trends outside the historic norms.

The Task Force acknowledged that annual fish sampling is already being accomplished on the upper Yellowstone River by the local Montana Department of Fish Wildlife and Parks (FWP) fisheries biologist, and Task Force members stated emphatically that that work should continue. During deliberations, the Task Force went on to say that in the past when word of possible FWP budget cuts have arisen, the local fisheries biologist position was oftentimes targeted for elimination. Consequently, they further emphasized that the fisheries biologist position was vitally important and it too should be sustained.

Finally, several members also cautioned that they were adamantly opposed to restocking as a method of restoring fish population numbers, if a declining trend was detected; while others, countered that historically, the FWP has been an advocate for wild trout management and they were confident that that would continue.



Photo 27. Montana FWP conducting annual fish sampling. Photo by E. Galli-Noble.

Recommendation IV.a. deliberations: This recommendation was originally proposed and reached consensus on July 8, 2003.

IV.b. "Further investigations into the production and rearing of juvenile fish in the upper Yellowstone River should be conducted, particularly to determine the relative importance of lateral side channels, mainstem habitats, overflow habitats, and spring creeks."

The idea behind this recommendation is tied to results from the fish populations study and the fish habitat study (Reports 4 and 5, respectively). The fish population study team conducted their sampling in 2001 and 2002, both of which were low-water years. The team made some assumptions about how fish are using side channels, but were unable to adequately address the issue due to timing constraints and flow conditions. Thus, in this recommendation, the Task Force stresses the need to further investigate the importance of main channel habitats, overflow habitats, and lateral side channel habitats for juvenile salmonids.

One of the other things that came out of the fisheries studies is how little is known about the role of the spring creeks for fry production and juvenile rearing in the Upper Yellowstone River Study Area. The suspicion is that the spring creeks are critical habitat, but it is still not known what role they actually play and to what degree.

Additional sampling during years with higher discharges both along main channel banks and in side channels would allow inference about the applicability of the fish populations study findings under more "normal" conditions. It would also provide managers with an understanding of which habitats—tributaries, spring creeks, backwaters, side channels, or upstream reaches—actually produce the juvenile fish. Side channels may be important natural nursery habitat for juvenile salmonids in the Yellowstone River system, considering the relative paucity of boulders, large woody debris, and other cover and roughness elements along the main-channel banks of the river. The role of side channels may be especially important during runoff when shallow, low-velocity habitat is negligible along the main channel and is present primarily in the side channels and overbank areas (Report 4, page 15; Report 5, page 24).



Photo 28. Fish population study team collecting side-channel data. Photo courtesy of MSU.



Photo 29. Upper Yellowstone River side channel. Photo courtesy of MSU.

Recommendation IV.b. deliberations: This recommendation was originally proposed and reached consensus on July 8, 2003.

IV.c. "New irrigation projects should consider fish-friendly construction and management in their design."

The Task Force acknowledged that fish populations may be impacted by irrigation activities, when the fish swim down the ditches and are unable to get back to the stream. There are techniques available that can help alleviate those problems; and consequently, the Task Force recommended that new irrigation projects should consider fish-friendly construction and management in their designs.

The Task Force made it clear in their deliberations that this recommendation applies only to new irrigation projects receiving public funding. The intent of this is not to require existing operations (for example the Livingston Ditch) to incorporate fish-friendly devises anytime they perform maintenance on their ditch. Rather, it is recommending that new projects consider fish-friendly elements in their initial project design, which oftentimes is much cheaper to do than retrofitting existing structures for things such as fish passage or screening.



Photo 30. Example of a fish-friendly devise. Photo courtesy of B. Wiltshire.

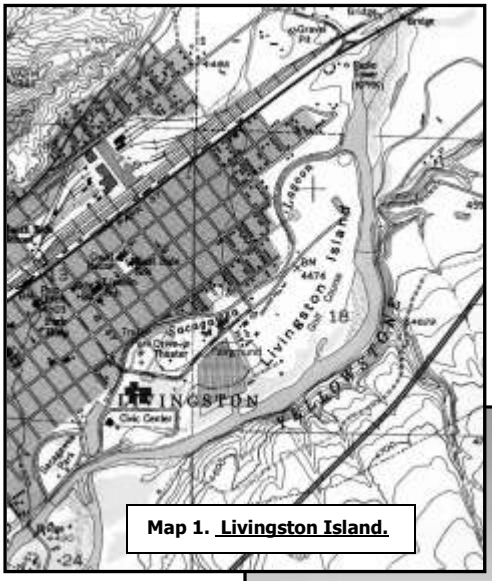
Recommendation IV.c. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2002.

V. FLOODPLAIN DEVELOPMENT

V.a. "No additional Livingston public schools should be constructed on Livingston Island (also known as McLeod Island)."

This recommendation intentionally draws attention to the fact that crucial infrastructure in the City of Livingston and Park County is located in the Yellowstone River flood plain and floodway. Although other recommendations proposing floodplain development restrictions were brought forward, only this one, specifically targeting public schools, reached consensus.

In their deliberations, the Task Force strongly emphasized that only newly built, public schools are at issue in this recommendation. The recommendation does not apply to private schools (such as Saint Mary's School), nor does it apply to expansions, additions, or improvements made to existing schools located on Livingston Island.



Map 1. Livingston Island.

The thought behind this recommendation is that of long-term planning and the need to stop building important public structures on what was historically an island in the Yellowstone River. Task Force members acknowledged that the implementation of this recommendation will likely not happen for several decades, but stressed that the time is now for the community to start addressing the problems associated with public structure flooding and the costs associated with having to protect those structures from flood waters.

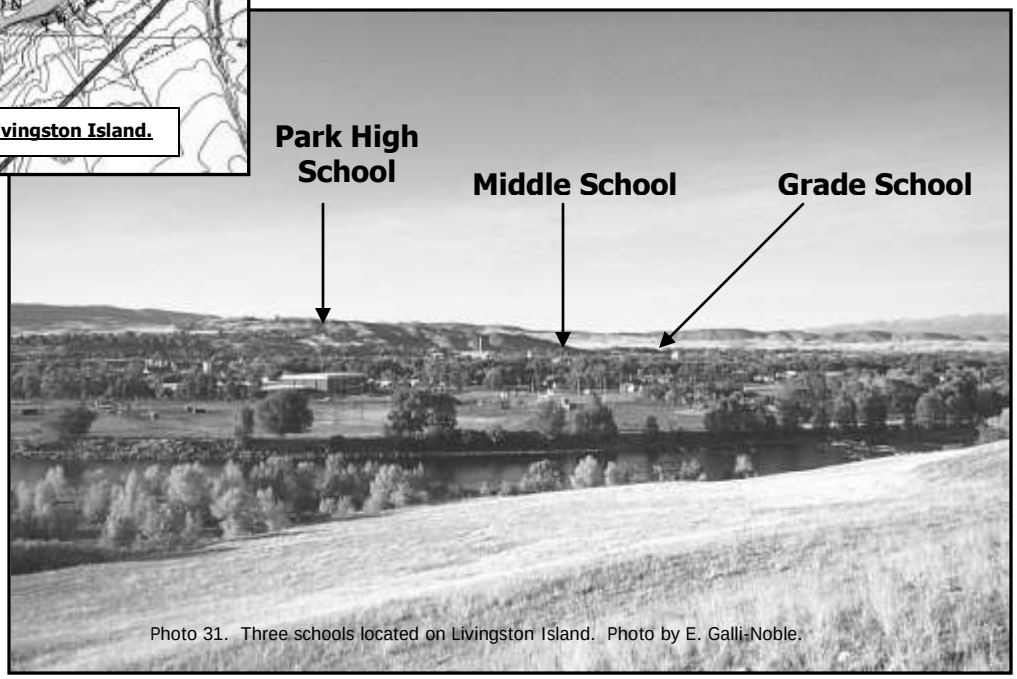


Photo 31. Three schools located on Livingston Island. Photo by E. Galli-Noble.

Recommendation V.a. deliberations: This recommendation was originally proposed and reached consensus on July 8, 2003.

VI. FUTURE SCIENCE / MONITORING / RESEARCH

VI.a. "The US Geological Survey-Helena and the US Geological Survey-Biological Resources Division should be encouraged to monitor and measure the effects of instream structures on the river over time."

From the beginning, one of the major focuses of the Task Force was bank stabilization and channel modification and their effects on the upper Yellowstone River. Although all of the studies have addressed bank stabilization to some degree, no conclusive findings were produced concerning the measurable impacts of specific instream structures. This is due for the most part to the short duration of the project and funding constraints. This recommendation recognizes that long-term monitoring—one to two decades, or more—will be required to provide conclusive information concerning instream structures and their impacts. Although it will be a long time in coming, the Task Force still feels strongly that it is vital information that will help landowners and the public make better decisions when considering future bank stabilization and channel modification options.

The US Geological Survey (Water Resources Division in Helena, and Biological Resources Division in Fort Collins, Colorado) was chosen to carry out the work in this recommendation specifically because they are not a regulatory agency, and measuring and monitoring is what they do best. The Task Force has worked closely with a multitude of local, state, and federal agencies over the years, including the USGS-WRD and BRD, and they consciously selected the USGS as the most appropriate agency to conduct this monitoring work.



Photo 32. USGS-WRD team conducting cross section work. Photo courtesy of USGS.

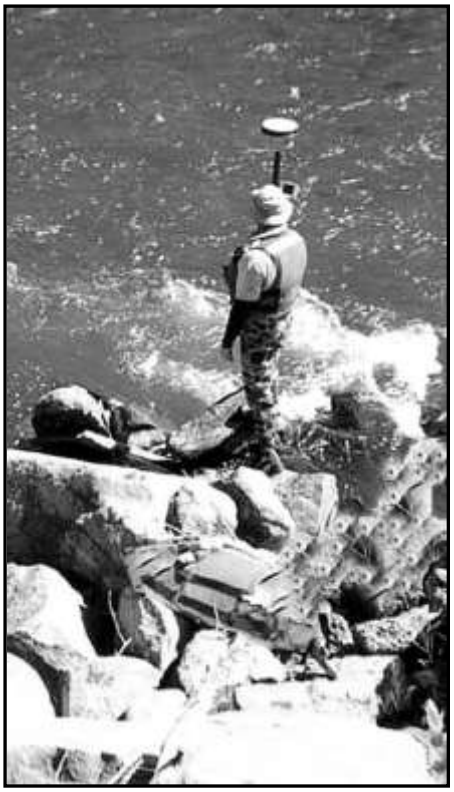


Photo 33. USGS-BRD team conducting survey work. Photo courtesy of USGS.

Recommendation VI.a. deliberations: This recommendation was originally proposed and reached consensus on July 8, 2003.

VI.b. "The Natural Resource Information System (NRIS) should house all Task Force Geographic Information System (GIS) information."

The Task Force recommended that one entity should house all of the GIS information collected on the upper Yellowstone River project; that is, a single location be chosen where the public could go with ease to access Task Force reports, maps, photos, tables, survey data, and the like. Given that the upper Yellowstone River effort was directed by the Governor's Office, the Natural Resource Information System (NRIS) in Helena seemed to be the appropriate state agency to take on this effort.

The intent of the Task Force is that NRIS, as the Montana GIS Library and Clearinghouse, to work collaboratively with other Task Force project partners—such as the US Army Corps of Engineers (Omaha) and the US Geological Survey—to get project information into the hands of Montanans, in particular the citizens of Park County.

Over the past five years, NRIS has assisted Task Force project partners by putting their research products, such as the 1998 Physical Features Inventory (Report 1), into a user-friendly, interactive application. In addition, NRIS recently developed the Yellowstone River Corridor Resource Page (nris.state.mt.us/yellowstone) a GIS user interface, which enables the public to query and locate GIS information from all Yellowstone River efforts. The NRIS could expand this already established Yellowstone effort to house and disseminate upper Yellowstone River GIS data produced for the Task Force.

Recommendation VI.b. deliberations: This recommendation was originally proposed and reached consensus on July 22, 2003.

VI.c. "A study should be conducted to understand the river dynamics and hydrology related to sloughing of river banks at Deep Creek, the Weeping Wall, and Mallards Rest."

In their investigations, the geomorphology study team (Report 10; pages 36 and 37) addressed the major sediment sources of the upper Yellowstone River; but their findings were limited in scope and somewhat confounding to the Task Force members. Consequently, the Task Force recommended that a much more focused study be conducted to better understand the river dynamics and hydrology related to three highly-erosive river banks—at Deep Creek, the Weeping Wall, and Mallards Rest. This additional effort would build on the data already collected by the geomorphology research team, while also providing clarity for landowners who are struggling to understand the effects that these massive sediment sources may be having in their areas.



Photo 34. The Weeping Wall. Photo by E. Galli-Noble.



Photo 35. Mallards Rest. Photo courtesy of DNRC.



Photo 36. The Weeping Wall. Photo courtesy of DNRC.

Recommendation VI.c. deliberations: This recommendation was originally proposed and reached consensus on July 22, 2003.

VI.d. "A study should be funded to identify the current conflicts and potential future conflicts arising from changing uses of the upper Yellowstone River."

This recommendation was in direct response to the socio-economic study findings concerning the perception by the local community that there may be an emerging overuse problem on the Yellowstone River (Report 3, Task 2, pages 5 to 8). The socio-economic study team focused on the economic impact associated with overuse of the river, and did not find one. But the study did not address the social impact of overuse or future competing uses of the river. Consequently, the Task Force recommended that a study be funded to identify current uses and conflicts on the river. Further, the Task Force stressed that potential future conflicts arising from changing river uses—including increase in use—needed to be identified and planned for by the local community. Task Force members felt that the social values people place on river use and the social impacts of its overuse need to be investigated and documented.

Report 3 (Task 2, pages 5 and 8) states that overuse of the river and its potential to degrade the aesthetics and the recreational values of the river was a concern of almost all stakeholders groups interviewed in the socio-economic investigation. It was the single most strongly held view related to use that came from the stakeholder interviews. The socio-economic study found that there are conflicting perceptions related to Yellowstone River use. Whereas overuse was a concern to most, one stakeholder group pointed out that the river's use must be promoted more to visitors in order to grow the economy. A number of groups believed that over development on the banks along the riverbanks threatens the river, while others pointed out that the ability to develop on the riverbanks preserves high property values.

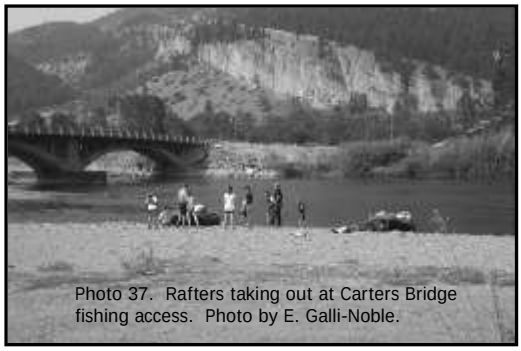


Photo 37. Rafters taking out at Carters Bridge fishing access. Photo by E. Galli-Noble.

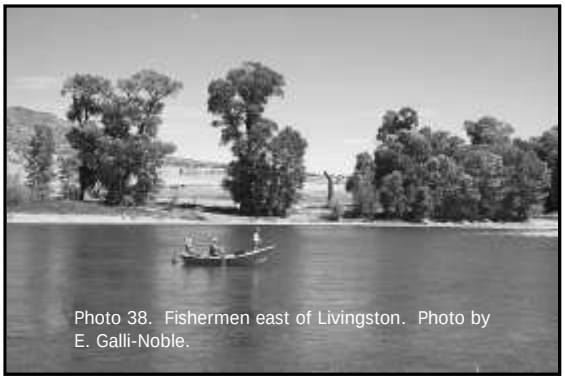


Photo 38. Fishermen east of Livingston. Photo by E. Galli-Noble.

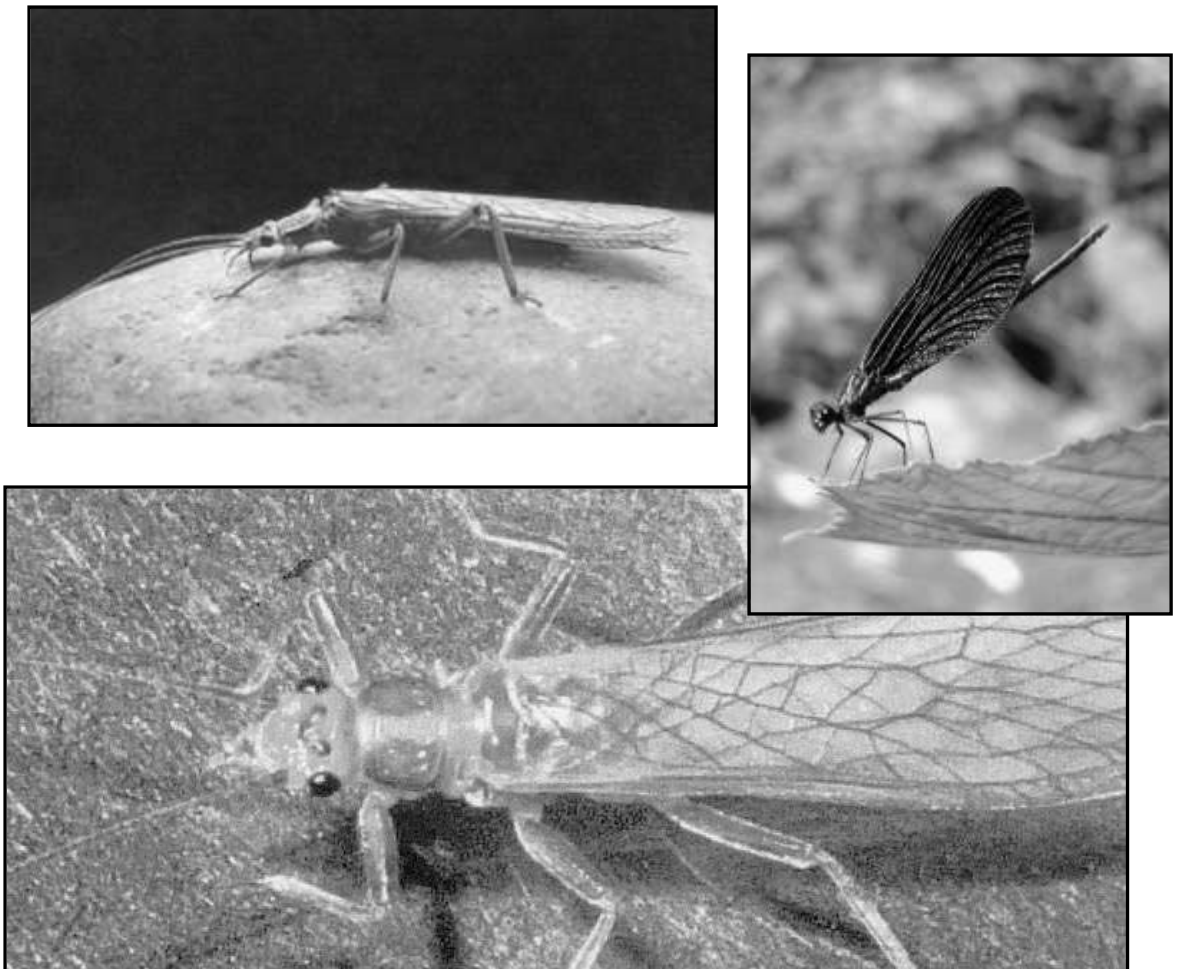


Photo 39. A familiar summer scene in Livingston. Photo by E. Galli-Noble.

Recommendation VI.d. deliberations: This recommendation was originally proposed and reached consensus on July 22, 2003.

VI.e. "The development and maintenance of a long-term database of macroinvertebrate populations should be encouraged to monitor water quality in the Yellowstone River."

Task Force researchers did not address water quality directly in their river investigations. There are limited water-quality sampling efforts being conducted in the upper Yellowstone currently, but none of these efforts are comprehensive, nor are they long term. Given the economic and ecologic importance of maintaining and improving the river's health, and the fact that macroinvertebrates are an excellent indicator for water quality and are the primary biological indicator for many river studies, the Task Force recommended that a long-term database of macroinvertebrate populations be developed and maintained to monitor water quality in the Yellowstone River. Their intent is that this database will be the mechanism to alert the community to deleterious changes in the system, before those changes are insurmountable.



Photos 40, 41, 42. Macroinvertebrates. Photo sources unknown.

Recommendation VI.e. deliberations: This recommendation was originally proposed and reached consensus on July 29, 2003.

VI.f. "The drilling site known as Hobbs Well should be thoroughly investigated to determine what, if any, impacts it has created, or may create, on subterranean and surface water flows."

A private citizen from the Pray, Montana area brought this issue before the Task Force, both in writing (May 16, 2003) and in person at the July 29, 2003 Task Force meeting. According to this individual—which he stated is verifiable from the well log housed at the Oil and Gas Commission office in Billings and a copy is in his possession—a test oil well was drilled on the Pray flats (near the present location of the Arrowhead School) by the Montana Power Company in the early 1980s. After drilling about 4,500 feet, through the known hot water aquifer, the drill went through "an eggshell" and into a hollow cavity, essentially draining the hot water aquifer. Realizing a problem, the drill crew plugged the hole, and eventually the project site was abandoned.

The Task Force was asked to recommend an investigation of this "potentially harmful situation;" specifically to determine if the bottom seal actually took and is still intact today. Although limited by the amount of information received, the Task Force members agreed that this situation should be looked into, to determine what, if any, impacts the Hobbs Well has created, or may create in the future, on subterranean and surface water flows in Paradise Valley.

Recommendation VI.f. deliberations: This recommendation was originally proposed and reached consensus on July 29, 2003.

VI.g. "People should be encouraged to study different techniques or ways to alleviate the flooding damage through the Upper Yellowstone River Study Area."

The intent of this recommendation is to encourage the community to start thinking in a new direction when it comes to flooding and flooding damage—to look to a future that is different than today. The Task Force recommended that people study different techniques or ways to alleviate flooding damage on the upper Yellowstone River. Early-on in their deliberations, Task Force members were going to apply this recommendation exclusively to the urban (Livingston) reach of the river; but after extensive discussion, all agreed that it would be appropriate to apply it to the full Upper Yellowstone River Study Area (Gardiner to Springdale, Montana).



Photo 43. Upper Yellowstone River flooding in 1997. Photo courtesy of USGS.

Recommendation VI.g. deliberations: This recommendation was originally proposed and reached consensus on July 8, 2003.

VI.h. "Regulatory program modifications for activities that affect the upper Yellowstone River should be considered in the context of the Governor's Upper Yellowstone River Task Force scientific investigations."

Through this recommendation, the Task Force went on record stating that regulatory program changes for activities that affect the upper Yellowstone should be considered in the context of the science generated by their research investigations. Said another way, the Task Force hopes that in the future regulatory agencies consider the science generated from the upper Yellowstone River project when making management decisions that will affect the upper Yellowstone River. They fully recognize that economics and politics also play a role in the decision-making process, but are simply stressing the need to consider the biophysical components of the system as well.

In addition, Task Force members stated that this recommendation is not meant to be exclusive; they are not saying that only Task Force findings should be considered. Quite to the contrary, they have recommended that research on the river continue and that new scientific investigations be funded and conducted; hopefully building on the comprehensive base that the Task Force has established. Follow up research recommended by the Task Force is outlined in many of the IV Future Science/Monitoring/Research recommendations.

Recommendation VI.h. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2003.

VI.i. "A river migration study should be undertaken to measure the potential for river channel avulsion between the Livingston Ditch headgate and Interstate 90, and to identify measures which could be implemented to prevent flood damage to the Livingston urban area."

This recommendation was brought forth by the City of Livingston. In it, the Task Force stresses the need to conduct a study that evaluates the potential for river channel avulsion in the Livingston urban reach (from the Livingston Ditch headgate to Interstate 90), a serious concern for City managers and many private landowners within that reach. The recommendation goes on to suggest that measures should be identified that would help prevent flooding damage in developed areas within the urban river reach.

One thing that spurred on this concern was a comment made by the riparian trend analysis team (Report 9) in January 2003, which indicated that more information was required to do a thorough analysis of this particular river reach. The researchers also stated that cottonwoods were established behind Albertson's Food Center (2120 W. Park Street; formally Buttrey's) and that the river likely used to be located there. With the construction of Interstate 90, the direction of flood flows could be backed-up and then channelized down Park Street (Highway 89 South), which leads to the heart of Livingston's downtown. This fact is of grave concern to the City and compelled them to sponsor this recommendation.

Recommendation VI.i. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2003.

VI.j. "The State of Montana, along with federal sources, should fund an Upper Yellowstone Research and Monitoring Program to coordinate efforts by agency personnel, universities and researchers, and the community to develop and implement a long-term research and monitoring program in the upper Yellowstone River study area."

The discussion that led to this recommendation began when Task Force members asked their Technical Advisory Committee (TAC) if there was a way to document change in the system; if there is a timeframe whereby biophysical comparisons could be made; and if impact thresholds could somehow be detected or established?

The response from the TAC chair (Dr. Duncan Patten) was that each of the river system components studied by the Task Force has a different threshold. However, by establishing a monitoring program, components of the system could be observed over time. Some components would require monitoring on a regular basis, while others may only need to be checked every five years; thus, providing the detail of information needed to indicate when you are reaching a critical threshold.

That said and taking into account the many follow-up research proposed by the Task Force, the Task Force recommended that the State of Montana and federal sources fund an Upper Yellowstone River Monitoring Program to implement long-term research and monitoring in the basin and to coordinate research efforts undertaken by agencies, the local community, and the scientific community. It was also acknowledged that new research efforts would likely be undertaken in the future that the Task Force cannot envision at this point in time, so language was added to this recommendation to leave new research options open.



Photo 44. Collecting sediment source data. Photo courtesy of DNRC.

The Task Force did not identify a specific locale or entity to lead this coordination effort. Although, Montana State University and the School of Mines and Engineering (Montana Tech of the University of Montana) were identified as universities that have already conducted extensive research studies in the upper Yellowstone.



Photo 45. Aging a cottonwood tree. Photo by E. Galli-Noble.



Photo 46. Collecting juvenile fish data. Photo courtesy of MSU.

Recommendation VI.j. deliberations: A recommendation proposing the establishment of an Upper Yellowstone Research and Monitoring Program was originally proposed on July 29, 2003. Subsequently and upon reflection, the Task Force reconsidered aspects of the July 29th recommendation and proposed a new recommendation addressing the same idea, adding a funding component to the recommendation that then reached consensus on August 12, 2003.

VII. NEW STAKEHOLDER GROUP

VII.a. "Stakeholder group(s) should be developed, with full public participation, to continue to monitor the status of the upper Yellowstone River, to make recommendations about river-related issues, to encourage long-term monitoring of river-related projects, to promote the completion of identified research needs, and to examine the implementation of the Governor's Upper Yellowstone River Task Force recommendations."

The Task Force heard from many members of the community—as well as its governmental partners, including the Governor's Office—that they would be remiss not to address the issue of who is going to take the lead in the upper Yellowstone once the Task Force has ended. Although Task Force members emphasized that they did not want to dictate what the make up of new leadership would be, nor what specific issues the new leadership would take on, in this recommendation the Task Force did acknowledge that it is very important that some sort of diverse stakeholder group or groups be developed. They went on to recommend that the new group or groups—developed with full public participation—continue the work that the Task Force set in motion.

Finally, during deliberations, Task Force members stressed that an important role for this future stakeholder group(s) is to provide a local voice and citizen input and leadership, in the many actions that are scheduled to take place in the Upper Yellowstone River Basin in the near future.



Photo 47. Post flood activity. Photo by J. Bailey.



Photo 48. Educational workshop for the public. Photo by E. Galli-Noble.

Recommendation VII.a. deliberations: This recommendation was originally proposed and reached consensus on July 29, 2003.

VIII. NINTH STREET ISLAND

VIII.a. "Implement a solution that minimizes cumulative impacts to achieve hydraulically-balanced water surface elevations, with little or no backwater, in the channels separated by Ninth Street and Siebeck Islands."

The Task Force agreed that the "isthmus" or road separating Ninth Street and Siebeck Islands is problematic, and perhaps more specifically there is a need to achieve hydraulically-balanced water surface elevations in the channels separated by the Ninth Street and Siebeck Island road. There was concern over the fact that water surface in the east channel is several feet higher than in the west channel at the same discharge. The reason for this is that the west channel is aggrading on the order of four to six feet over the past 30 years—based on cross-section comparisons between 1974 and 2002 that the geomorphology team conducted.

The words "with little or no backwater" were added to the recommendation because the Task Force agreed that there is basically a dam being created by the road, and that damming effect (a) increases flow in the western channel allowing sediment to be carried through the reach, and (b) decreases flow in the other, eastern, channel causing sediment to be deposited in the reach. An hydraulic imbalance is thus created.

When final approval of this recommendation was discussed, the words "minimize cumulative impacts" were also added. By doing so, the Task Force was acknowledging that there could be potential negative impacts to landowners—upstream and downstream—depending on the solution applied. They therefore stated that any action taken when trying to achieve hydraulically-balanced water surface elevations at this site should minimize cumulative impacts.





Photo 49, left. Interstate 90 Bridge and road between Ninth Street and Siebeck Islands. Photo by E. Galli-Noble.

Photo 50, above. Photo of 1996 flood. Photo by J. Bailey.

Recommendation VIII.a. deliberations: This recommendation was originally proposed and reached consensus on June 2, 2003.

VIII.b. "Park County should be encouraged to develop a free-span bridge to Ninth Street Island and to pursue such a bridge through the Department of Transportation's Adopt-A-Bridge-Program or any other funding source."

The Ninth Street Bridge is owned and maintained by Park County. This recommendation encourages Park County to replace the present bridge, which all agreed creates a major safety hazard for recreationalists on the river, with a free-span bridge to Ninth Street Island.

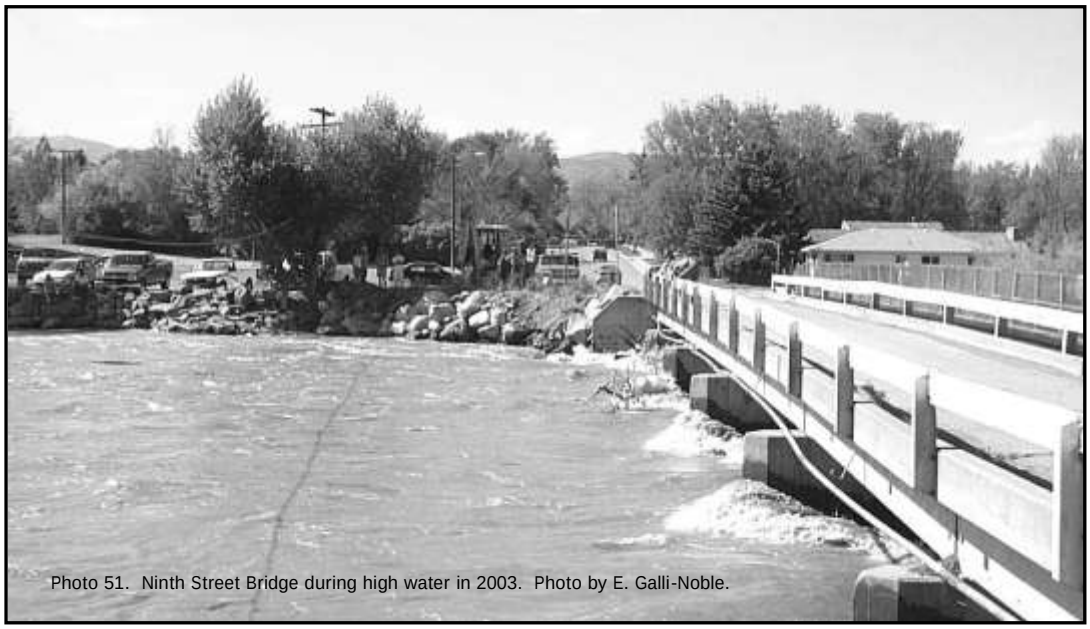


Photo 51. Ninth Street Bridge during high water in 2003. Photo by E. Galli-Noble.



Photo 52. Ninth Street Bridge.
Photo by E. Galli-Noble.

Recommendation VIII.b. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2003.

IX. NOXIOUS / INVASIVE PLANTS

IX.a. "Additional studies should be designed and conducted to document the proliferation of noxious or invasive plants along the river corridor, and to evaluate the impacts on fish, wildlife, water quality, soil and bank stability, and economic productivity; and programs that monitor and reduce invasive plant infestations should be supported."

Task Force members commented that noxious or invasive plants are a "sleeper" issue that the Task Force never directly addressed in any of their research investigations. All agreed that the proliferation of noxious or invasive plants could be a major threat to the river system and its impacts are not well understood. Therefore, the Task Force recommended that additional studies be designed and conducted to document the proliferation of noxious or invasive plants along the river corridor, and to evaluate the impacts on fish, wildlife, water quality, soil and bank stability, and economic productivity. In addition to studies, the Task Force also recommended that existing programs that monitor and reduce invasive plant infestations should be supported.

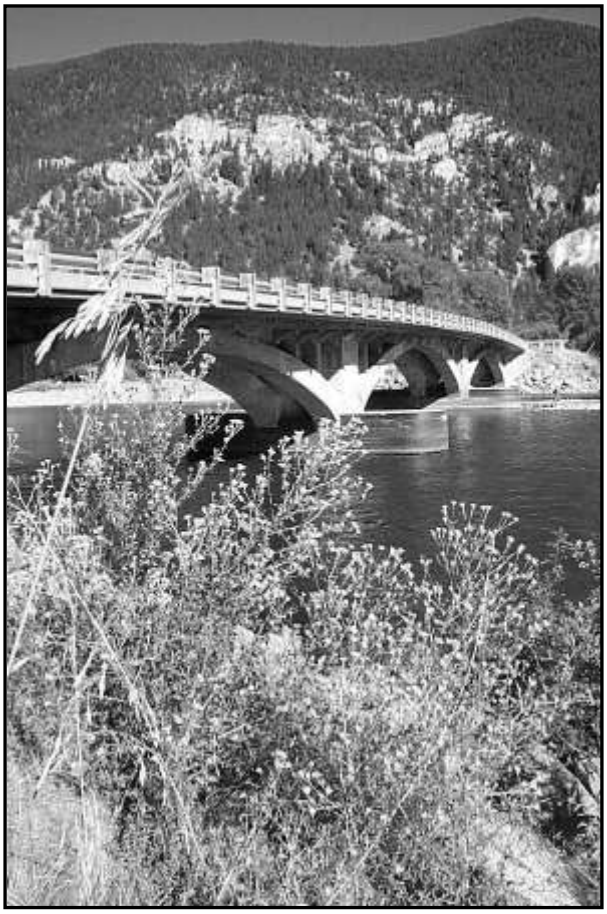


Photo 53. Knapweed at Carters Bridge. Photo by E. Galli-Noble.



Photo 54. Leafy spurge. Photo source unknown.

Recommendation IX.a. deliberations: This recommendation was originally proposed and reached consensus on June 2, 2003.

X. PERMITTING / REGULATORY / MANAGEMENT DECISIONS

X.a. "The streamlined uniform permit application process among local, state, and federal permitting agencies should be continued and, when possible, improved."

Presently, there is a Joint Application for proposed work in Montana's streams, wetlands, flood plains, and other water bodies. The single application includes sections that cover requirements for all of the following: 310 Permit (local conservation district), SPA 124 Permit (FWP for government use only), Floodplain Permit (County), Section 404/Section 10 Permits (US Army Corps of Engineers), 318 Authorization (DEQ), and Navigable Rivers Land Use License/Easement (DNRC).

Through this recommendation, the Task Force acknowledges that the streamlined uniform permit application process has been successful. It has made the permit requirements needed for specific actions easier for landowners to understand. Using one form to address many agencies' informational requirements has also made it much less time consuming for permit applicants. That said, there is always room for improvement. Consequently, the Task Force also states in this recommendation that when possible—with feedback from applicants and regulatory agency personnel administrating the permits—the application should be improved.

***Additional information provided to the Task Force in October 2003*:** It should be noted that the Joint Application form was recently reviewed by agency partners, and a new and "hopefully improved" version of that form was released for statewide use in October 2003.

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Recommendation X.a. deliberations: This recommendation was originally proposed and reached consensus on May 22, 2003.

X.b. "All permitting and/or management decisions (including the Special Area Management Plan) on the upper Yellowstone River should thoroughly consider and must recognize and respect:

1. **the function of the flood plain, including but not limited to: connectivity between the river channel and the flood plain; regeneration of cottonwoods and other riparian vegetation; and maintenance of side channel habitat for spawning and juvenile fish; and**
2. **the public and private interest in protecting private property and important social, economic, and natural resources existing on or near the flood plain; and**
3. **the geomorphology of particular river reaches and their different inherent characteristics."**

This recommendation is a direct reflection of how the Task Force applied their aphorism of "letting science lead their process." In bullets #1 and #3, the Task Force highlighted the findings of several biophysical scientific investigations, and stressed that future permitting and management decisions consider, recognize, and respect these crucial river system components and functions. They provide a balance, in bullet #2, by highlighting the social and economic aspect of the issue; they stress the importance of thoroughly considering, recognizing, and respecting the public and private interest in protecting private property on or near the flood plain. This theme of providing balance when making management decisions—protecting the river resource, as well as private property rights—came up repeatedly during Task Force deliberations.



Photo 55. Livingston home. Photo by E. Galli-Noble.



Photo 56. Upper Yellowstone River Watershed, Paradise Valley. Photo by M. Gilbert.

Recommendation X.b. deliberations: This recommendation is a combination of two original recommendations. The first was originally proposed and reached consensus on May 22, 2003, and the second was originally proposed and reached consensus on June 11, 2003. They were combined in Step 3 of the *Steps for Formal Action on Task Force Recommendations* on August 19, 2003.

X.c. " Policies should be continued that allow for the removal of large woody debris on a localized basis to protect public and private infrastructure, to assure public safety, and to allow side channel function when necessary."

In the wake of the 1996 and 1997 floods, one comment heard repeatedly by the Task Force was the need to get all the trees and debris out of the river. Five years later, the Task Force and members of the public have learned that large woody debris provides benefits to the ecology of the river system.

The Task Force was in agreement that problems can and do arise when large debris poses a threat to public and private infrastructure, such as the Ninth Street Bridge and irrigation headgates, as well as cutting off side channels. They specifically acknowledge those instances in this recommendation. They also state that policies should continue to allow removal of large woody debris, on a localized basis, to protect public and private infrastructure, to assure public safety, and to promote side channel function. The Task Force did not, however, go beyond that statement; they have come to understand that large woody debris plays a vital ecological role in the river system.

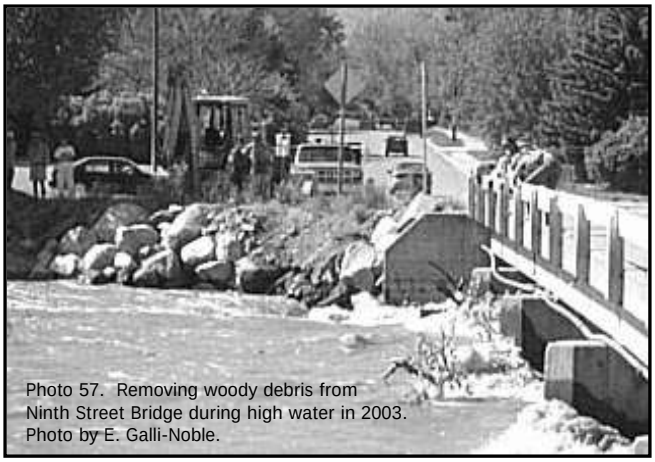


Photo 57. Removing woody debris from Ninth Street Bridge during high water in 2003. Photo by E. Galli-Noble.



Photo 58. Large woody debris east of Livingston. Photo by E. Galli-Noble.



Photo 59. Large woody debris. Photo courtesy of NRCS.

Recommendation X.c. deliberations: This recommendation was originally proposed and reached consensus on July 22, 2003.

X.d. "Necessary dredging of sedimentation should be continued to maintain irrigation structures and canals."

This recommendation supported necessary dredging of sediment in order to maintain irrigation structures and canals. As was stated frequently during Task Force discussions, the community wants agricultural operations in Park County to remain viable. This recommendation acknowledged the need for agricultural producers to get water and maintain their irrigation structures, and no one on the Task Force objected to those activities continuing.

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Recommendation X.d. deliberations: This recommendation was originally proposed and reached consensus on July 22, 2003.

X.e. "The Montana Department of Fish, Wildlife, and Parks should develop an angling 'closure' matrix specifically designed to address any future severe conditions on the upper Yellowstone River to protect its unique characteristics including its fisheries and fish habitat."

Although admittedly somewhat redundant to the already existing Fish Wildlife and Parks Drought Fish Closure Policy (a general statewide policy), the Task Force felt it valuable to formally go on record as supporting that current policy. In addition, the Task Force went on to recommend that an angling closure matrix be developed specifically for the upper Yellowstone River. The matrix would address future severe conditions experienced on the upper Yellowstone, and would be based on, or seek to protect, the river corridor's unique characteristics including its fisheries and fish habitat. By focusing on an angling closure, the Task Force wanted to shed light on the unresolved issue of shifting angling pressure; that is, as select rivers close due to drought conditions, anglers simply move to unclosed rivers to recreate, creating increased pressure in those open rivers.



Photo 60. Fishermen on the upper Yellowstone River. Photo by E. Galli-Noble.

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Recommendation X.e. deliberations: This recommendation was originally proposed and reached consensus on July 29, 2003.

X.f. "The US Army Corps of Engineers should include in their 205 Study: (1) an investigation of widening the channel by resloping the north bank, in a stepped or terraced fashion, around cross sections #55,000 and #56,000 on the preliminary floodplain map, while maintaining a park-like environment; and (2) should identify, if possible, funding for mitigation of landfills if necessary."

The US Army Corps of Engineers (Corps) is currently conducting a Section 205 Study—a study carried out before Flood Damage Reduction projects are undertaken (Section 205 of the Flood Control Act of 1948, as amended)—specifically to address the City of Livingston's levee. If the levee does not meet FEMA structural standards, the structures built behind the levee remain in the designated floodway, which jeopardizes Park County's and the City of Livingston's ability to stay in the Federal Floodplain Insurance Program.

This Task Force recommendation was proposed as one possible option, among many, that should be looked into by the Corps in their 205 Study. Specifically, the Task Force is proposing that an investigation into the response to widening the channel by resloping the north bank in a terraced fashion in the area of cross sections #55,000 and #56,000 be conducted (see *Map 2* on next page). This potentially could provide a wider channel and drop water elevations through town, which may in turn relieve flooding pressure in large flow events.

In addition, the Task Force went on to recommend that if this terracing of the bank was acted upon, a park-like environment should be maintained along the river (mature trees preserved and recreational areas retained). They also cautioned that several old landfills exist along the targeted riverbank, and because the Federal government typically does not participate in mitigation associated with existing landfills, funding for mitigation of those landfills should be identified.

The Task Force fully acknowledges that this may not be the solution to the levee issue in Livingston, but they definitely want to see a wide array of alternatives to be investigated in the 205 Study.



Photo 61. Road between the river and Sacajawea Park. Photo by E. Galli-Noble.



Map 2. Preliminary Floodplain Map. Circle indicates area of cross sections 55,000 and 56,000.

Recommendation X.f. deliberations: This recommendation was originally proposed and reached consensus on July 29, 2003.

X.g. "Park County should be asked to join with the City of Livingston to co-sponsor the Section 205 Study in order to develop a comprehensive approach to structural and non-structural solutions to floodplain management issues in and around the City of Livingston."

Complementing the preceding recommendation (Recommendation X.f.), the Task Force agreed that the issues being addressed in the Corps Section 205 Study were not restricted to the Livingston city limits. They recommended that Park County be asked to join the City to co-sponsor the Corps 205 Study in order to develop a comprehensive approach to structural and non-structural solutions to floodplain management issues in the urban river reach. From the beginning, the Task Force has always advocated the community working together to address river issues.

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Recommendation X.g. deliberations: This recommendation was originally proposed and reached consensus on August 5, 2003.

X.h. "An analysis should be conducted to determine the feasibility of relocation and buyout options for property owners who are located or reside in the floodway in the Livingston area."

Given the fact that the new preliminary floodplain maps show many Livingston homes and businesses located in the flood plain and floodway, and at the request of the City of Livingston, the Task Force recommended that an analysis be conducted to determine the feasibility of relocation and buyout options for Livingston area property owners who are located or reside in the floodway. This is not a dictate that those property owners be relocated. Rather, it is a recommendation that an analysis be conducted to see if relocations or buyouts are feasible options for Livingston residents. Details of what a FEMA buyout would entail and whom it will affect need to be fully explored before it is accepted or thrown out as a viable option.

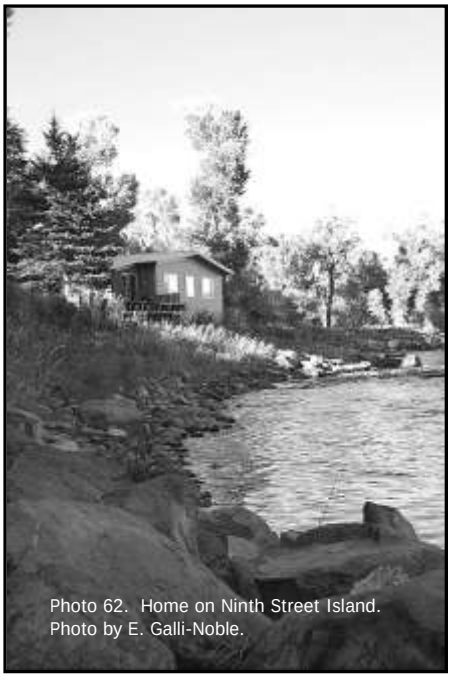


Photo 62. Home on Ninth Street Island. Photo by E. Galli-Noble.

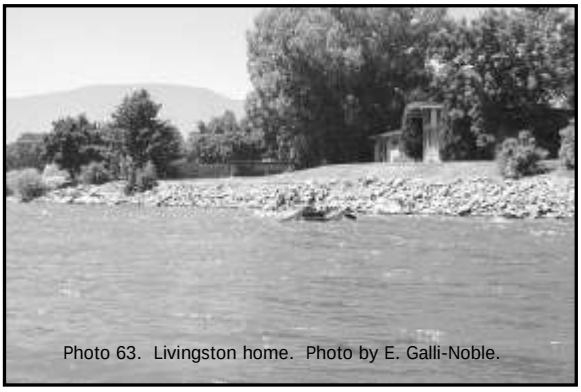


Photo 63. Livingston home. Photo by E. Galli-Noble.

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Recommendation X.h. deliberations: This recommendation was originally proposed and reached consensus on August 5, 2003.

X.i. "Mining and mining-related dredging should be prohibited in the active bankfull bed and banks of the upper Yellowstone River. Mining and mining-related dredging and sale of sand and gravel as a byproduct of bank stabilization, flood control, and maintenance of irrigation structures and canals are not prohibited under this recommendation.

The Task Force recommended that mining and mining-related dredging be prohibited in the active bankfull bed and banks of the upper Yellowstone River. They then made an exception for the dredging of sand and gravel, when extracted (and sold) as a byproduct of bank stabilization, flood control, and maintenance of irrigation structures and canals.

Task Force members went on record as stating that this was not an endorsement for commercial gravel mining operations on the river. Instead, this was an acknowledgment that agricultural operations currently are permitted to maintain their irrigation diversions, and the Task Force accepted the current approach. This again stresses the Task Force's desire to protect the long-term health and function of the river system, while at the same time supporting the local agricultural community and recognizing their operational needs.



Photo 64. Historic dredging operation. Photo source unknown.

Recommendation X.i. deliberations: This recommendation was originally proposed and reached consensus on August 5, 2003. Additional clarification language was added during final deliberations on August 25, 2003.

X.j. "The US Army Corps of Engineers should conduct a public scoping process during the development of the Special Area Management Plan for the upper Yellowstone River."

Through this recommendation, the Task Force is formally stating that the Task Force process and its deliberations are not in any way a substitute for the Corps' Special Area Management Plan (SAMP) public scoping process. Members of the public stated many times that they were concerned that the Corps was in some way trying to circumvent the NEPA process by using the Task Force project and recommendation process as a proxy for public input. The Corps has stated repeatedly that that is not the case. The Task Force made it clear in this recommendation that a public scoping process should be conducted during the development of the SAMP for the upper Yellowstone River.

Recommendation X.j. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2003.

XI. PUBLIC STRUCTURES

XI.a. "Existing public structures that have undesirable impacts on the upper Yellowstone River's riparian system function should be modified or replaced, provided that such modified or replaced structures eliminate or mitigate those undesirable impacts with no significant adverse effects on existing public or private entities."

In this recommendation, the Task Force agreed that the issue of existing public structures is quite broad, and acknowledged the fact that many of these structures may have undesirable impacts on the river's riparian function, and consequently should be replaced or modified.

The concept behind this recommendation is directly tied to the findings of several scientific investigations, which concluded that bridges (Report 10, pages 39 and 40) and bank stabilization structures (Report 4, pages 15 and 16, and Report 9, pages 35 to 37) can have undesirable impacts on riparian system function by constraining the channel, simplifying the system's vegetation and geomorphology, cutting off floodplain and meander zones, and cutting off crucial side-channel flow. The fish habitat study (Report 5, page 24) states that channel modifications that result in reduced availability of side channel and overbank habitats, especially during runoff, will probably cause local reductions in juvenile abundances during the runoff period. As the amount of confinement increases, researchers expect a concomitant reduction in the area and persistence of slow, shallow current velocity habitat. As the availability of slow, shallow current velocity habitat becomes more and more responsive to changes in discharge, the researchers suggest that salmonid populations dynamics will become more variable over time.

The wildlife study (Report 8, page 25) states that "the maintenance of flood dynamics within the Yellowstone River may be the most important management activity for sustaining avian diversity within the flood plain. The current riparian bird community reflects the natural flooding regime, river dynamics, and riparian succession that characterize the Yellowstone River system. Birds inhabit the full suite of successional stages, and depend on the regeneration of vegetation to maintain this heterogeneous flood plain. Human activities, such as bank stabilization, that alter channel migration and overbank flooding are likely to inhibit riparian succession, leading to a homogenization of riparian vegetation, and a loss of structural and species complexity; this could be detrimental to local riparian bird communities. Furthermore, given that bird populations within the study area are likely linked to sub-populations in Yellowstone National Park (Hansen and Rotella 2002), decisions made on the private lands in the upper Yellowstone River system will likely have consequences considerable distances away on public lands."

In an effort to strike a balance, the Task Force also recognized that actions taken on the river—even if intended to enhance riparian system function—have the potential to adversely impact others downstream and upstream. That is, one action could simply be shifting the problem downstream to other private or public property owners. So they added the clause that undesirable structures should be modified or replaced, but only provided that such modified or replaced structures eliminate or mitigate those undesirable impacts with no significant adverse effects on existing public or private entities. Here again, the Task Force is stressed the need to

address these problems in a comprehensive manner, as a community, and not as independent actions by individual landowners.

Recommendation XI.a. deliberations: This recommendation was originally proposed and reached consensus on June 2, 2003.

XI.b. "Any structural or non-structural modifications to the river bank through Livingston should blend with the environmental, cultural, and historic themes of the community to the extent possible."

Task Force members, in particular the Livingston City Commissioners, have heard from the citizens of Livingston that structural or non-structural modifications made along the river bank in the urban reach should blend with the park-like environment of Sacajawea Park and other historic and cultural themes of the community. This is particularly pertinent given that several major projects are scheduled for the Livingston reach in near future—required modifications of the city's levee and the replacement of the Highway 89/10 South Bridge in 2008.

These efforts have the potential to enhance the community if care is taken that they blend with the environmental, cultural, and historic themes of the community. The Task Force supports the idea that the citizens of Livingston have an active voice as these projects progress and that they help their governmental project partners (FEMA, the Corps, and Montana Department of Transportation) make decisions that are beneficial and welcomed by the members of the community.



Photo 65. Livingston levee with low water. Photo by E. Galli-Noble.



Photo 66. Livingston levee with high water. Photo by E. Galli-Noble.

Recommendation XI.b. deliberations: This recommendation was originally proposed and reached consensus on August 5, 2003.

XI.c. "Construction of a flood control dam and impoundment on the mainstem of the Yellowstone River not be considered as a potential management alternative."

With this recommendation, the Task Force went on record as stating that the construction of a flood control dam and impoundment on the mainstem of the Yellowstone River not be considered as a potential management alternative. The Task Force also emphasized in their deliberations that this recommendation applies only to the mainstem of the Yellowstone and does not apply to side channels or irrigation diversions.

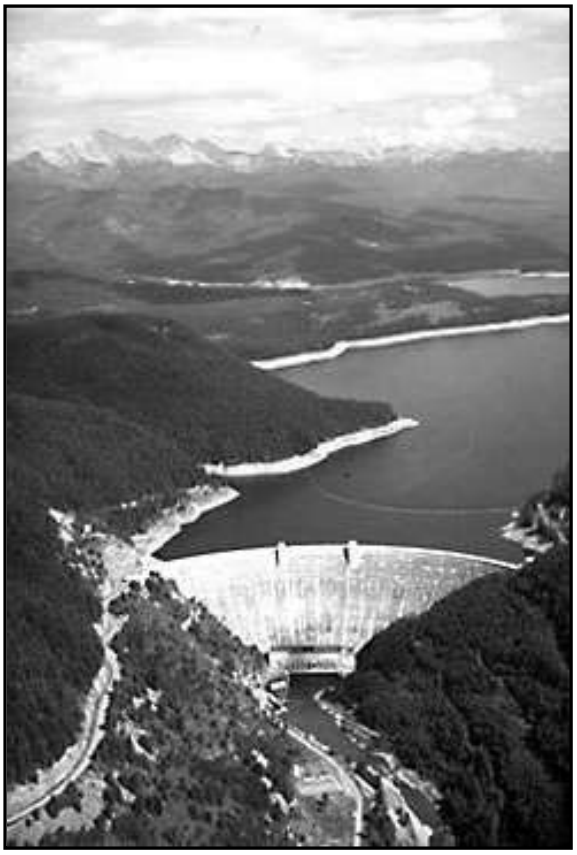


Photo 67. Hungry Horse Dam. Photo source unknown.



Photo 68. Como Dam. Photo source unknown.

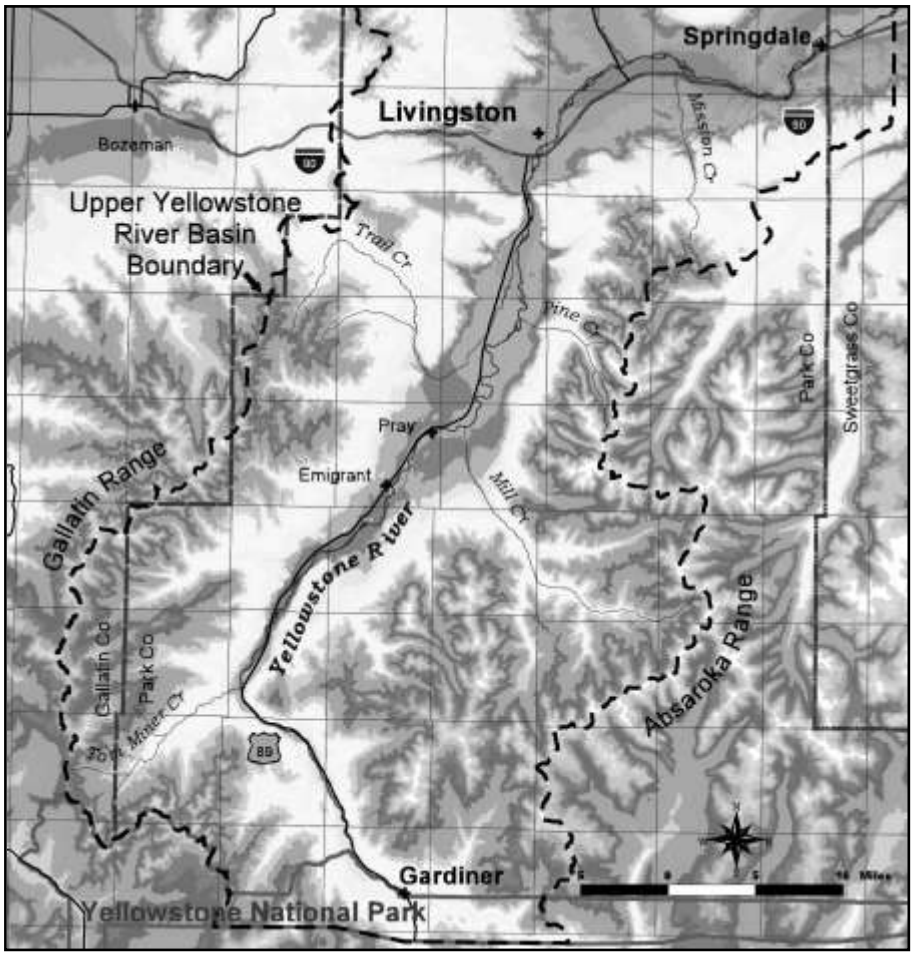
Recommendation XI.c. deliberations: This recommendation was originally proposed and reached consensus on August 12, 2003.

UPPER YELLOWSTONE RIVER STUDY AREA

The Upper Yellowstone River Study Area was defined for the Task Force in the Governor's Executive Order No. 19-97 as "that reach of river (including its tributaries), beginning at the Yellowstone Park boundary and extending downstream to the bridge crossing at Springdale," Montana. Flanked by the Crazy and Bridger Mountain Ranges to the north, the Absaroka Range to the east, the Gallatin Range to the west, and Yellowstone National Park to the south, approximately 85 miles of the Yellowstone River flows within this 2,930 square-mile basin (see *Map 3* below).

The Upper Yellowstone River Basin represents a significant and valuable natural and economic resource for local area residents, citizens of Montana, and our nation as a whole. This unique ecosystem houses the Yellowstone River (the longest free flowing river in the lower 48 states), Yellowstone National Park, the Absaroka-Beartooth Wilderness Area, large populations of diverse wildlife, and viable and varied fish populations. It is home to more than 15,000 Montana residents and is visited by more than one million tourists each year.

The upper Yellowstone River, and its continued health, is essential to the local and regional economy. Park County, which makes up 2,667 square miles of this watershed, is largely supported by industries that rely heavily on the continued long-term health and well being of the Yellowstone River. Ranchers and farmers depend on the river to provide the elements necessary to sustain successful agricultural operations. They, in turn, provide the open space, wildlife and fish habitat, and scenic views that are enjoyed by the many other residents and visitors to the area.



Map 3. Upper Yellowstone River Study Area.

Located in south central Montana, the upper Yellowstone River meanders through the heart of Park County. Park County is Montana's 12th most populous county. The city of Livingston is the county seat and the state's 11th largest city with approximately 8,500 residents. Most of Livingston's residents are directly affected by changes in the Yellowstone River, as it literally dissects the city from south to north. Channel modification has occurred with varying intensity throughout the study area. Relatively little channel modification has occurred between Gardiner and Mill Creek. A moderate amount of channel alteration has occurred between Mill Creek and Carters Bridge, and from Mission Creek to Springdale. The most intensive channel alteration has occurred between Pine Creek and Mission Creek, with the greatest activity in the urban Livingston area (Report 10).

UPPER YELLOWSTONE RIVER PROJECT

Science-Based Approach to Watershed Assessment

Over the past six years, the Task Force conducted an interdisciplinary study effort to assess the cumulative effects of bank stabilization, channel modification, and natural events on the physical, biological, and cultural attributes of the upper Yellowstone River. The scientific data produced in this effort helped the Task Force achieve an overall goal of developing a set of river corridor management recommendations. The Task Force-sponsored investigation has been a collaborative and comprehensive way to provide useful information that regulatory agencies, landowners, and the interested public may use to facilitate improved management of the river and flood plain.

As was directed by Governor Martz, the Task Force completed their third and final term in late August 2003. The project time line and associated research strategy called for collection and analysis of baseline biophysical and socio-economic information in the Upper Yellowstone River Study Area from 1999 through 2003. Each study required one to three years of baseline data collection and analysis. The timing of that fieldwork was driven by weather, flow conditions, and funding availability. All data collection was completed as of December 31, 2002. Informational presentations—presentations of research findings and analyses to the Task Force and public—were conducted from September 2002 through April 2003.

The final project phase was the development of management recommendations based on an integrated and enhanced understanding of the upper Yellowstone River and its biophysical and cultural components. This phase was conducted from May through August 2003. The Task Force met 12 times during that four-month period to develop, deliberate, and finalize their recommendations. Ultimately, 43 recommendations reached consensus and were adopted (see pages 11 to 54 of this report for details).

The Task Force formally presented their final recommendations to Governor Martz on October 20, 2003. Those recommendations are also being presented to other entities such as conservation districts, the Corps, EPA, DNRC, MDT, DEQ, and others. It is the Task Force's intent that such recommendations will guide the decision-making process in the upper Yellowstone for years to come. With defensible science as the foundation for their recommendations and constant input and review from the local community and regulatory agency partners, these recommendations are sure to have practical application in the Upper Yellowstone River Basin.

Upper Yellowstone River Cumulative Effects Investigation

Background

The Task Force was established in November 1997 and directed to bring together disparate community groups to discuss and develop a shared understanding of the issues and competing values and uses that impact the upper Yellowstone River. The Task Force originally envisioned a study that would focus mainly on the river channel; over time, however, other state and federal actions necessitated a broader project scope. The catalyst for that change centered around two past actions: (1) a Special Area Management Plan in 1998, and (2) a law suit over the cumulative impact portions of the 404 Corps permit decision documents on the Yellowstone River in 2000.

The river corridor study conducted by the Task Force reflects a collaborative effort to address regulatory requirements where possible. A corridor and floodplain approach was maintained as the primary geographic study area for the project. However, given that cumulative impact analysis required a broader watershed-level project area, watershed-scale data were included in the overall study design and data products generated.

Special Area Management Plan (SAMP)

The Corps' involvement on the project began in 1997 with their participation as an Ex-Officio member of the Task Force. Their role then expanded in 1998 with a Congressional authorization for the Corps to assess the effects of bank stabilization on the upper Yellowstone River by developing a SAMP. Although somewhat rare, a Corps institutional response to the increase in permit activity is to initiate the development of a SAMP. In the case of the upper Yellowstone that increase in permits was a direct result to the 1996 and 1997 flood events.

> 1999 Energy and Water Development Appropriations
> Senate Report #105-206
>
> The [Senate] Committee recommendation includes $320,000 for the Corps to initiate and complete the Yellowstone River special area management plan, Gardiner to Springdale, Montana, study which will assess the long-term effects of streambank stabilization. Information provided by the study should help in making timely decisions based on a watershed approach, and possibly result in a general permit for the area. The Committee expects that this effort will be coordinated with the Yellowstone river task force.

A SAMP is a regulatory planning tool and process that allows the Corps to assess all permitting issues in a river corridor or watershed context, as opposed to evaluating permits individually on a case-by-case basis. Specific language within the appropriations bill (see adjoining text box) states that as part of the SAMP, the Corps would assess the long-term effects of bank stabilization, fully coordinate with the Task Force, apply a watershed-level approach to the decision-making process, and potentially conclude the process with a general permit.

General permits cover activities that the Corps has identified as being substantially similar in nature and causing only minimal individual and cumulative environmental impacts. According to the Corps, an ideal SAMP would conclude with two products:

(1) appropriate local/state approvals and a Corps general permit or abbreviated processing procedure for activities in specifically defined situations; and (2) a local/state restriction and/or an Environmental Protection Agency 404 (c) restriction, preferably both, for undesired activities.

An individual permit review may be conducted for activities that do not fall into either category above. However, it should represent a small number of the total cases addressed by the SAMP.

With the adoption of the final Task Force recommendations in August 2003, direct cooperation between the Corps and the Task Force came to an end.

Montana Council of Trout Unlimited et al (plaintiffs) v. US Army Corps of Engineers (defendant)

The second action concerning the Corps was a 404-Permit lawsuit on the Yellowstone River. The United States District Court (Billings Division) in a May 2000 decision granted the plaintiffs motion for summary judgment and directed the Corps to re-open the 14 permits challenged (seven of those permits within the upper Yellowstone River study area). The court directed the Corps to reevaluate the cumulative impact portions of permit decision documents and determine whether or not an environmental impact statement needed to be completed for each project. The Corps has been reevaluating the permits to comply with the court order.

This court decision clearly illustrated the need for better baseline river data and the difficultly of addressing cumulative impact analysis on the Yellowstone. The culmination of the Task Force and SAMP efforts is satisfying both state and national needs.

Addressing TMDL

Like many other river systems throughout Montana, the Montana DEQ has scheduled TMDL development for the Upper Yellowstone River and several of its tributaries in 2007. The Task Force has worked closely with the DEQ during all six years of the project to ensure that data collected by Task Force researchers would also provide the baseline data needed for TMDL plan development.

Project Overview

The Upper Yellowstone River Cumulative Effects Investigation was undertaken as the pilot project for the Yellowstone River. It has not been an investigation designed to help solve just one management or pollution problem; rather, it has provided information and recommendations upon which many management decisions will be based. Baseline data on the seven major components of this river system (described in detail on the following pages) will provide information to a wide array of river users and managers for years to come. This investigation has become a "bench mark" study and protocol for down river efforts and hopefully for many other western river studies.

Integrated Project Design

The overall goal of the Task Force was to develop a set of river corridor management recommendations that address potential adverse cumulative effects of river channel modification, floodplain development, and natural events on the human community and

riparian ecosystem. Development of management recommendations involved identification and evaluation of the river's natural and economic resources, in these phases:

1. Data collection, analysis, and mapping.
2. Education and presentation of research findings.
3. Data sharing and synthesis.
4. Development and adoption of management recommendations.

In 1998, the Task Force TAC developed an interdisciplinary study design (*Figure 1*) to assess the cumulative effects of bank stabilization, natural, and other channel modification on the physical, biological, and cultural attributes of the upper Yellowstone River. The investigation consisted of seven interrelated research components:

1. Watershed Conditions and Land Use
2. Geomorphology
3. Hydrology and Hydraulics
4. Riparian Vegetation
5. Fish Habitat & Populations
6. Wildlife Habitat & Populations
7. Socio-Economic

These seven biophysical and social components—described in detail in the next section of this report—form a cascade in which the attributes of each successive (or parallel) component are affected by processes and interactions within or between previous components. Their hierarchical relationship is also illustrated in the integrated project design, *Figure 1*.

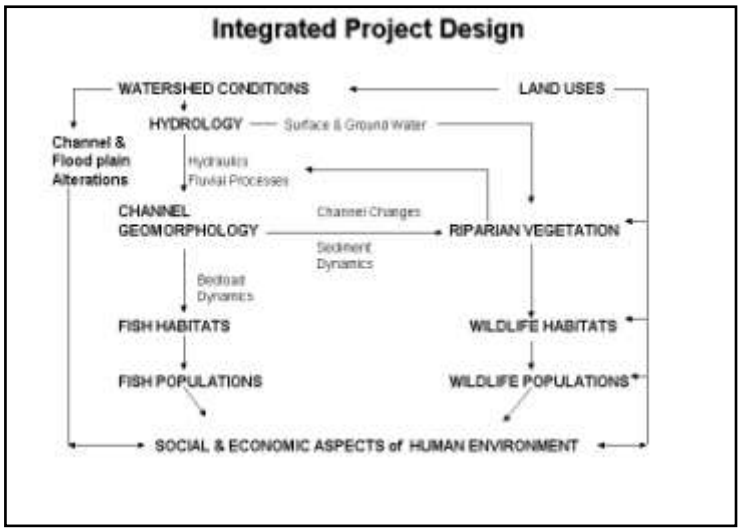


Figure 1. Integrated Project Design for the Upper Yellowstone River Cumulative Effects Investigation. This conceptual model shows the links amongst the seven interrelated study components.

Guiding principles that stayed consistent through all the above-mentioned phases are:

1. Science Led Effort
   Provide complete and comprehensive scientific data, which will allow for better understanding of the issues, resources, and uses that affect the integrity of the Upper Yellowstone River Watershed.
2. Investigate Issues Specific to Upper Yellowstone River Corridor and Watershed
   Help explain how and why key elements of the watershed and river corridor (natural and human-induced) have changed over time.
3. Develop Recommendations that have Practical Application
   Provide the Task Force and regulatory agencies with the information and analytical techniques necessary to evaluate river channel and floodplain problems, and proposed solutions.

RESEARCH SUMMARY

Research Components of the Upper Yellowstone River Investigation:

I. WATERSHED CONDITIONS AND LAND USE

1. **Yellowstone River Physical Features Inventory**
2. **Aerial Photography**
3. **Contour/Topographic Floodplain Mapping**
4. **National Wetland Inventory—Riparian/Wetlands/Land Use Mapping**
5. **Current Watershed Land Use Assessment**
6. **Historic Watershed Land Use Assessment**

II. GEOMORPHIC ANALYSIS

III. HYDROLOGY AND HYDRAULIC ANALYSIS

IV. RIPARIAN TREND ANALYSIS

V. FISHERIES ANALYSES

1. **Fish Populations Study**
2. **Fish Habitat Study**

VI. WILDLIFE (BIRD) ASSESSMENT

VII. SOCIO-ECONOMIC ASSESSMENT

I. WATERSHED CONDITIONS AND LAND USE

1. Yellowstone River Physical Features Inventory

Title: Yellowstone River Physical Features Inventory–Gardiner to Springdale

Principal Investigator: Thomas Pick (Water Quality Specialist), NRCS, Bozeman, Montana.

Goal: Compare the degree of change in specific physical features within the upper Yellowstone River corridor from past (1987) to current (1998) conditions. The physical features inventory was conducted as a first step in understanding cause and effect relationships in the Upper Yellowstone River Study Area. The results of this inventory have served as a prioritization tool to guide further data acquisition and analysis efforts by the Task Force.

Completion Date/Product: 1998. Report 1. *Yellowstone River Physical Features Inventory–Gardiner to Springdale.*

Access to Data: The physical features inventory may be viewed by visiting the Natural Resources Information System web site: nris.state.mt.us/Yellowstone, and the Task Force website at: www.upperyellowstonerivertaskforce.org.

2. Aerial Photography

On April 11, 1999, low-flow (1,500 cubic feet per second) aerial photos of the upper Yellowstone River corridor were flown for the Task Force. The river corridor was flown at three scales: 1:6000, 1:8000, and 1:24000. Stretches of the river with greater channel complexity and/or more development in the flood plain were flown closer to the ground (1:6000- and 1:8000-scale), in order to show greater detail. Sixty-three aerial targets and control points were laid out prior to photo acquisition and survey-grade GPS control was established for the control network. These photos are the basis for two mapping projects: orthophoto quad maps and contour/topographic maps, which are described in detail in the *Topographic Mapping* and *Hydrology and Hydraulic Analyses* sections of this report.

Principal Investigators: Chuck Dalby and Jim Robinson, Water Management Bureau, Montana DNRC, Helena, Montana; Don Patterson (PLS), Team Leader, Geospatial Data, US Forest Service, Region 1, Missoula, Montana.

Goal: Acquire targeted, ground-controlled aerial photos for topographic orthographic mapping of the contemporary upper Yellowstone River channel and flood plain.

Completion Date/Products: Spring 1999. 1:6000 (color), 1:8000 (black and white), and 1:24000 (black and white) aerial photos; survey-grade ground control for 63 aerial targets.

Access to Data: Copies of aerial photos can be purchased through the Task Force/Park Conservation District office in Livingston.

3. National Wetlands Inventory—Riparian/Wetlands/Land Use Mapping

Title: Riparian, Wetlands, and Land Use Mapping for the Yellowstone River Corridor: Gardiner to Springdale, Montana

Principal Investigator: Chuck Elliott (Regional Coordinator), US Fish and Wildlife Service, National Wetlands Inventory, Denver, Colorado.

Goal: Document land use and land cover within the Upper Yellowstone River Study Area corridor.

Completion Date/Product: July 2001. 1:24000-scale riparian, wetlands, land cover data themes. Report 2. *Upper Yellowstone River Mapping Project* (National Wetland Inventory).

Access to Data: Data are available for downloading via the National Wetlands Inventory Center in St. Petersburg, Florida at: www.nwi.fws.gov, and on the Task Force website at: www.upperyellowstonerivertaskforce.org.

4. Topographic Mapping of the Flood Plain

Note: Also see *Hydrology and Hydraulic Analyses* section of this report for floodplain mapping details.

Title: Topographic Mapping of the Upper Yellowstone River Channel and Flood Plain from Gardiner to Springdale, Montana

Principal Investigator: US Army Corps of Engineers, Omaha Nebraska.

Goal: Prepare digital orthophotos and topographic maps suitable for floodplain and other resource delineation.

Completion Date/Products: February 2003. The Corps cooperated with the USGS-WRD on this floodplain mapping project. The Corps produced two preliminary topographic maps and similar scale orthophotos for the river segments in the Livingston urban reach [1:6000-scale (two-foot contours) and 1:8000-scale (four-foot contours)]. The USGS-WRD produced seven preliminary maps from Carters Bridge to Point of Rocks.

Access to Data: Preliminary floodplain maps may be downloaded by visiting the DNRC website at: www.dnrc.state.mt.us, by contacting the Park County GIS Office, or by contacting the Task Force/Park Conservation District office. The DNRC and Park County are pursuing formal adoption of final floodplain maps at the present time.

5. Current Watershed Land Use Assessment

Title: Upper Yellowstone River Watershed Land Cover Assessment

Principal Investigators: Thomas Pick (Water Quality Specialist), NRCS, Bozeman, Montana; Dr. Richard Aspinall (Director), Geographic Information and Analysis Center, Montana State University, Bozeman, Montana.

Goal: Depict the extent and spatial relationships of present land cover/use in the Upper Yellowstone River Study Area.

Abstract: The watershed land use research team used three basic indicators of watershed integrity: hydrologic function, water quality, and upland wildlife habitat to evaluate potential land cover changes within the upper Yellowstone River watershed. A satellite-based land cover classification was completed for 2,474,141 acres within the Yellowstone River basin (10070001-Yellowstone Headwaters and 10070002-Upper Yellowstone 4th code subbasins) using Landsat satellite imagery dated July 13, 1999, and July 12, 1985. Differences in spectral attributes between 1999 Enhanced Thematic Mapper (ETM+) and 1985 Thematic Mapper (TM) scenes, in addition to excessive cloud cover on the 1985 scenes, prevented accurate comparison of land cover change over time. The land cover assessment was performed solely on the 1999 classification. Post-stratification accuracy was 72.2 percent. A Geographic Information System (GIS) analyzed the distribution and intersection of key resource theme attributes (soil, climate, ownership, topography, census, and important wildlife habitat) with the 1999 land cover classification. Results indicated that the very diverse landscape was largely composed of federally managed, coniferous forest, and shrub/grasslands. Urban or Developed and Agricultural Land/Irrigated land cover together accounted for less than two percent of the watershed area. Broadleaf Riparian represented the next to least in extent of the 15 cover classifications identified. Differences in land cover characteristics were measured between 5th code hydrologic units (HUCs). Low/Moderate Cover Grasslands, Agricultural Lands/Irrigated, Urban or Developed, and Broadleaf Riparian cover categories increased in relative composition in a downstream direction and in proximity to the river corridor. Low/Moderate Cover Grasslands surprisingly were the most prevalent land cover category within the half-mile-wide corridor bisected by the river. Evaluations of land cover related to hydrologic function, water quality characteristics, and upland wildlife habitat were also presented and discussed. Although land cover composition at the watershed scale appears to be relatively uninfluenced by human activity at present, the research team recommended periodic reassessment of land cover at the watershed and stream corridor scales in conjunction with monitoring common biotic indicators to track and evaluate the effect of land cover trends over time on stream and watershed function.

Completion Date/Products: August 2003. Report 7. *Upper Yellowstone River Watershed Land Cover Assessment.*

Access to Data: The watershed land cover final report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

6. Historic Watershed Land Use Assessment

Title: Historic Watershed Land Use Assessment

Principal Investigators: Monica Brelsford, Dr. Bruce Maxwell, Dr. Andrew Hansen, Montana State University, Bozeman, Montana.

Goal: Map change in land cover and land use in sample portions of private and public lands in the Upper Yellowstone River Basin for the dates: 1948/49, 1979, 1998.

Introduction: The Task Force was interested in land use changes over time as a gauge of cumulative effects for the Upper Yellowstone River Basin. This project is a follow up to the work of Harrison and Potter (2001) that used satellite imagery to assess land cover change. Due to quality of imagery from the 1970s relative to imagery from the 1990s, they were unable to map the watershed at a level of detail required to assess land use change that occurred along the upper Yellowstone River. The goal of this study was to map portions of the Upper Yellowstone River Basin, focusing on private and public lands adjacent to the river, as well as map into the foothills for the years 1948, 1979, and 1998.

Objectives:

1. Map land use/cover for three years, 1948/49, 1979, and 1998, in four sample areas along the upper Yellowstone River with a focus on agricultural and rural residential land uses.
2. Characterize historical land use change by identifying areas where change has occurred, the types of change that have occurred, and their relationship to the Yellowstone River.
3. Map house locations for three years, 1948/49, 1979, and 1998, in four sample areas along the upper Yellowstone River.
4. Characterize home location in relation to land use/cover and the Yellowstone River.

Summary:

There has not been significant or consistent shifts in land use/cover for the four study areas in the Upper Yellowstone River Basin between the years 1948 and 1998. Land use classifications were grouped into agriculture, grassland, shrub lands and riparian. Of the land classified as agriculture in 1948, 80 percent of that land remained in agriculture in 1998. For riparian lands, 87 percent of the area remained as riparian. For the grasslands classification, 89 percent of the grasslands still remained in grasslands by 1998. Eighty-two percent of the shrub lands remained as shrub lands in 1998. Agricultural lands increased by 2,406 acres, riparian lands decreased by 868 acres, grasslands decreased by 3,745 acres, and shrub lands increased by 146 acres. Other classifications not in the grouped data changed as follows: commercial lands increased by 445 acres (airport), forest increased by 1,477 acres, and disturbed land increased by 80 acres.

The number of homes have increased by 555 percent in the last 50 years. The total number of homes increased 99 percent between the years 1948 and 1979. For the

years 1979 to 1998, the number of homes increased 229 percent. The Emigrant area demonstrated the largest percent increase in homes, while the Pine Creek study area had the lowest percent increase in homes. Using the study maps created by the US Army Corps of Engineers and USGS-WRD in 2003 and riparian zone study map created by Mike Merigliano, 17 homes were found to be located within the 100-year flood plain and an additional 121 homes were located within 100 meters of the 100-year flood plain.

In this study, home sites were not mapped as a land use classification and they did not have acreage. However, with the dramatic increase in homes along the Yellowstone River, it is important to place homes on the map and relate their presence to the landscape. Therefore for this study, an impact zone with a 100-meter radius or approximately 7.76 acres was created around a home and used to evaluate land use change due to residential housing. In all four study areas, there was a reduction in agricultural, grassland, and riparian land use types due to the home site impact zone. Residential impact zone covered 4.6 percent of the landscape when all four sites are combined.

Completion Date/Products: June 2003. A written summary of findings: Report 6. *Historic Watershed Land Use Assessment of the Upper Yellowstone River Valley*, and digital format of useful data layers created in ArcView.

Access to data: The historic watershed land use final report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

II. GEOMORPHIC ANALYSIS

Title: Historical Channel Changes and Geomorphology of the Upper Yellowstone River

Principal Investigators: Chuck Dalby (Hydrologist) and Jim Robinson (Geologist) Water Management Bureau, Montana DNRC, Helena, Montana.

Goal: Develop a quantitative framework for evaluating historic river channel changes and the physical effect that historic channel modification (for example, bank stabilization measures) may have had on the river and flood plain; also provide a partial basis for estimating the potential cumulative effect of contemporary river management alternatives.

Summary:

In response to lateral erosion and flooding, caused by 100-year floods in 1974, 1996, and 1997, extensive segments of the upper Yellowstone River have been modified using dikes, levees, riprap, and jetties (barbs). Confinement of river channels by roads, bridges, levees, barbs, and riprap often leads to reduced lateral migration rates, incision of channels, coarsening of the bed, and loss of hydraulic connectivity with side channels. This investigation (a) mapped the contemporary (1999) fluvial geomorphology of the upper Yellowstone River (85 mile reach from Gardiner to Springdale, Montana) and historic channel changes (1948-1999); (b) developed a process-based geomorphic

channel classification (stability and morphology) of the 1999 channel; (c) mapped contemporary and historic (1954, 1973, 1999) channel modifications and revetments; and (d) measured and analyzed retrospective geomorphic effects of channel modifications on channel geometry and hydraulic characteristics (in progress).

Contemporary data were collected on: low-water and bankfull—channel hydraulics (width, depth, slope), channel pattern, and gravel-bar and island characteristics; and low-water— surface and subsurface particle-size distribution, woody-debris abundance, and natural and human channel confinement. These data were used, in conjunction with information on 1948-1999 channel changes, to develop a modified version of the Montgomery-Buffington channel classification applicable to the upper Yellowstone River. Channel classification provides an objective framework for sampling geomorphic strata, assessing channel stability and channel changes, and for a variety of channel management actions (for example permitting, monitoring design).

The classification recognizes seven distinct channel types and the spatial distribution is largely controlled by Paradise Valley, Pinedale glacial history. Very stable*,* entrenched*, bedrock, cascade*, and *plane-bed* channels occur mainly between Gardiner and Mill Creek and have changed little since 1948 (49 percent of channel length). *Pool-riffle* and *anabranching* (multiple-thread) channels occur throughout the downstream drainage (40 percent of length), are more dynamic, and locally show significant change in response to the 1974 and 1996/97 floods. *Anabranching/braided* channels are located in several segments between Pine Creek and Mission Creek (11 percent of channel length) and are the most dynamic with the largest rates of lateral migration and occurrences of rapid lateral change (avulsion). Of the total channel length between Gardiner and Springdale, about 14 percent (12 miles) was classified as strongly affected by channel modification (riprap, levees, etc); another six percent (4.9 miles) was affected by combined natural and human constraints. The most common *Forced* morphology is where anabranching channels are constrained to pool-riffle or plane-bed channels (for example, the main channel near the head of Armstrong and Nelson's Spring Creeks, and the Livingston area). Linear channel and floodplain modifications (for example dikes, levees, road prisms) have increased 265 percent (from 34,700 to 92,250 feet) between 1954 and 1999, while riprap increased 400 percent (from 27,400 to 111,260 feet) and point structures (that is, jetties and barbs) increased 600 percent (from 47 to 292 feet). About 50 percent of the riprap and 80 percent of the point structures are located along pool-riffle, anabranching, and anabranching-braided channel types that comprise 50 percent of the study area.

Comparison of 1948-49 and 1999 main-channel, low water, centerline length (Gardiner to Springdale), shows that channel length has remained essentially constant, although lateral channel position has changed remarkably in some areas (especially anabranching/braided channels)—an indication of maintenance of a relatively stable channel slope. The largest change was a two-percent reduction in length of the channel segment extending from Carbella to Eightmile Creek. A similar comparison of the change in length and type of side channels, found between Gardiner and Springdale, shows that the total length has increased by about 16 percent between 1948-49 and 1999.

Large floods (~100-year or greater recurrence interval events) have occurred in 1894, 1918, 1974, 1996, and 1997 in the Upper Yellowstone Basin. The standard model of channel response to large floods indicates that other factors being equal, large floods may be more likely to cause lasting channel changes in narrow steep valleys, than in broad, low-gradient valleys. The upper Yellowstone River deviates from this model of channel response, with most flood-related channel changes occurring in multiple-thread and pool-riffle channel types that are relatively unconfined and of lower gradient, compared with plane-bed and cascade channel types dominant in the upper basin (Gardiner to Mill Creek) where the channel is the most entrenched and confined by fluvio-glacial terraces. A likely explanation for this deviation is that in spite of the lateral confinement and increased flood power, the resisting forces (for example very coarse bed material) in the channel bed and banks remain dominant. Channel changes in the 1974 and 1996-1997 floods occurred primarily through lateral erosion in pool-riffle channel segments and through avulsion and lateral erosion in anabranching channel segments. It appears that a channel response model for these segments of the upper Yellowstone includes relatively rapid lateral changes through avulsion in large events (for example 50- to 100-year floods), which establish the dominant lateral channel configuration. Between these events, more frequent flows with return periods close to the conventional "bankfull" discharge (for example two- to five-year floods) shape and maintain the average characteristics of the individual anabranches.

Within the 12 miles (20 kilometers) of channel affected primarily by man, local channel response includes channel incision (Livingston area), aggradation, and modification of channel alignment. In spite of these modifications, the channel is remarkably resilient due largely to the coarse bed and bank material and the fact that channel confinement in most reaches is generally limited to one bank and has not always effectively constrained the channel in large events. Retrospective analysis of 1948 to 1999 spatial distribution and type of side channels shows a net increase in side-channel length and maintenance of river/floodplain connectivity in all but the Livingston urban area that is frequently riprapped and/or leveed on both banks. In general, the overall stability and physical characteristics of about 80 percent of the study area remain similar to those of the Yellowstone River in 1948.

Geomorphic information is being used in conjunction with information from USGS-WRD models (one-dimensional, step-backwater hydraulic model and sediment transport model) and USGS-BRD's two-dimensional hydraulic, fish-habitat model, to examine potential cumulative effects of different channel modification and bank-stabilization scenarios on channel physical channel characteristics and stability. This work is being done in support of the US Army Corps of Engineers, Special Area Management Plan development.

Completion Date/Products: October 2003. Report 10. DRAFT *Historic Channel Changes and Geomorphology of the Upper Yellowstone River, Gardiner to Springdale, Montana*. The final product (including cumulative effects analysis products) is projected to be completed in early 2004.

Access to Data: The geomorphology draft final report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

Need for Further Study: Monitoring of physical channel changes associated with channel modifications and revetments should be an ongoing effort with data collection protocols developed for channel segments based on contemporary channel stability (for example aggrading, degrading, relative stable) and geomorphic channel type. Frequency of measurement should be tied to recurrence interval of annual peak flow. All events with recurrence intervals greater than five years should trigger some level of coordinated monitoring.

Using the detailed channel profile (compiled by DNRC from their field survey and USGS-WRD and BRD surveys) as a baseline, the elevations of all key channel controls (including the elevations of the inlet and outlet channels of key side channels) should be measured with the above frequency.

Three-dimensional channel topography data should be collected for priority channel segments (for example those that show incising trends) between Mallards Rest and Livingston. These measurements provide direct useful information on channel response and potential problems (for example scour near Nelsons Spring Creek), provide a basis for developing three-dimensional sediment budgets for selected channel segments, and hydraulic information for fish habitat evaluation. Developing three-dimensional morphology based sediment budgets of priority channel segments is probably the most important geomorphic study need.

Black-and-white aerial photography (1:6000-scale) should be acquired for key channel segments after floods with recurrence intervals greater than five to ten years. Photos should be controlled (aerial targets) and flown under leaf-off, low flow conditions in the spring (other resource areas may require photos flown under leaf-on maximum canopy conditions). Alternatively, LIDAR and uncontrolled stereo aerial photos could be acquired.

III. HYDROLOGY AND HYDRAULIC ANALYSIS

Title: Analysis of Hydraulic Characteristics, Floodplain Delineation, and Sediment-Transport Investigations for the Upper Yellowstone River from near Gardiner to Mission Creek in Park County, Montana

Principal Investigators: Steve Holnbeck (Hydraulic Engineer) and Chuck Parrett (Supervisory Hydrologist), US Geological Survey, Water Resources Division, Montana District Office, Helena, Montana.

Goal: Analyze the potential effects of seasonal runoff, and river management and bank stabilization alternatives on sediment load, channel geometry, streambed profiles, and water surface elevations. Collect selected hydraulic and sediment data to support the modeling effort. Develop a floodplain delineation map.

Objectives:

1. Obtain channel geometry data at approximately 140 cross sections for the reach from Point of Rocks to the mouth of Mission Creek.
2. Delineate 100-year flood limits from Gardiner to Springdale. For the reach from Point of Rocks to Mission Creek, delineate the 100-year flood plain and floodway, and 500-year flood plain.
3. Sample bedload and suspended-sediment gradation and concentration, and perform other related data-collection efforts to characterize the sediment being transported in the Upper Yellowstone River Basin and to support modeling efforts.
4. Perform hydraulic and sediment-transport modeling to estimate relative changes in channel geometry, streambed profiles, and water surface elevations resulting from different sediment loads and water discharges.

Report 11. *DRAFT Flood Profile Data and Flood and Floodway Boundaries for the Upper Yellowstone River, Montana*.

Introduction:

The US Geological Survey (USGS), in cooperation with Park Conservation District, Montana Departments of Transportation and Natural Resources and Conservation, and the US Army of Corps of Engineers, investigated the hydraulic characteristics of the upper Yellowstone River as part of the cumulative effects study. The USGS investigation included (1) surveying channel and bridge geometry data on the Yellowstone River, (2) conducting a flood-profile analysis, (3) flood-boundary delineation for selected flood discharges and floodway delineation, and (4) sediment data collection and sediment-transport modeling for a portion of the upper Yellowstone River. The purpose of this report is to summarize the flood-profile analysis and the flood boundary and floodway delineation.

Summary:

The USGS investigated the hydraulic characteristics of the upper Yellowstone River, Montana, as part of an overall cumulative effects study. The hydraulic investigation included surveys of channel and bridge geometry at 140 cross sections from Carter Bridge upstream to Gardiner, determination of flood elevations at the cross sections for selected T-year floods, and mapping of flood and floodway boundaries. Flood-frequency data were determined at two USGS gaged sites by application of the log Pearson Type 3 probability distribution. Flood-frequency data at ungaged sites below the mouths of major perennial tributary streams were determined by interpolating between the two gaged sites using drainage area as the basis for interpolation.

Two different levels of hydraulic analyses, based on use of the hydraulic model HEC-RAS, were used for the study reach. A more detailed hydraulic analysis was made for the study reach from Carter Bridge upstream to just above Point of Rocks Bridge. Within this reach, higher-resolution aerial photography and more detailed topographic data were available, and the analysis included calculation of flood profile data for the 2-, 10-, 50-, 100-, and 500-year floods and mapping of 100- and 500-year flood boundaries and determination of a hydraulic floodway. A less-detailed hydraulic analysis was performed for the study reach from Point of Rocks Bridge upstream to Gardiner. This reach had lower resolution aerial photography, much less detailed topography, and

greater spacing between surveyed cross sections than the more-detailed study reach. Flood profile data for just the 100-year flood were calculated in this study reach, and flood boundaries for just the 100-year flood were determined. No flood profile data of hydraulic analyses were performed for the Yankee Jim Canyon area because flood widths in this narrow canyon were confined to the channel.

Report 12. *DRAFT Sediment Transport Investigations in the Upper Yellowstone River, Montana, 1999 through 2001: Data Collection, Analysis, and Application of a Sediment-Transport Model.*

Abstract:
Sediment transport in the upper Yellowstone River near Livingston, Montana, was investigated by the US Geological Survey as part of an overall cumulative effects study aimed at providing a scientific basis for river management decisions.

As part of the sediment-transport investigations, the USGS surveyed 40 river cross sections along a 13.5-mile study reach of mainstem, collected bedload- and suspended-sediment data in the field over three snowmelt runoff seasons for discharges ranging from about 2,200 cubic feet per second to 25,100 cubic feet per second, and characterized bed-material size throughout the study reach using particle counts and sieve analyses. Sediment data were used to develop sediment-transport curves relating sediment mass transport to stream discharge and individual transport equations for seven size classes of sediment ranging from very fine sand to small cobbles. A step-wise regression procedure relating sediment mass transport to important hydraulic variables showed that average channel velocity was the only significant variable at the 95-percent confidence level.

Sediment data collected and analyzed, including bed-material sizes, transport curves, and sediment-transport equations were then used in a computer model to simulate sediment transport in the study reach. The BRIdge Stream Tube Model for Alluvial River Simulation, or BRI-STARS, was used to simulate a variety of hydraulic conditions and river management scenarios. The model was calibrated and verified using data from historic runoff periods and was determined to produce reasonable results based on observed channel-geometry changes for selected runoff periods at selected locations.

While model results generally agreed with observed channel-geometry conditions, the reach-averaged sediment-discharge hydrographs generated by the BRI-STARS model generally showed less overall sediment transport than did the sediment hydrographs derived from the sediment-transport curve and estimated flood hydrographs. The differences probably were largely due to the inability of the model to simulate channel-widening and mass-wasting processes, which had supplied sediment to the channel during the 1996 and 1997 floods. However, application of the sediment-transport curve to the range of discharges on the flood hydrograph may have resulted in some overestimation of sediment discharge.

Baseline conditions, considered to reflect the current channel geometry, sediment-transport reactions developed, and existing bridge configurations, were simulated using flood hydrographs derived from gaging-station data and flood-frequency relations for discharges having 2-, 50-, 100-, and 500-year recurrence intervals. Site-to-site

comparisons were then made that illustrated how sediment-transport capacity varied along the study reach for different sized floods. Box plots were used to statistically summarize the variation in main-channel degradation and aggradation over the 40-section study reach. Overall results generally indicated that aggradation was greater than degradation over the flood hydrographs examined. Box plots also were used to show the difference in water-surface elevation between simulations in fixed-bed mode and simulations in mobile-bed mode.

Once the baseline conditions were analyzed, various river management scenarios were analyzed using BRI-STARS and relative comparisons were made between scenarios. Scenarios evaluated at selected locations in the study reach included changes at two existing highway bridges, construction of a levee, and widening and narrowing of the main river channel. Cross section and profile plots at selected locations along the study reach were used to show changes in channel geometry and transport rates due to channel modification.

Completion Date/ Products: November 2003. Report 11. *DRAFT Flood Profile data and Flood and Floodway Boundaries for the Upper Yellowstone River, Gardiner to Springdale, Montana*; map report showing the delineated flood plain. Report 12. *DRAFT Sediment Transport Investigations in the Upper Yellowstone River, Montana, 1999 through 2001: Data Collection, Analysis, and Application of a Sediment-Transport Model*; report describing the sediment-transport modeling for the stream reach from Carters Bridge to Pine Creek Bridge.

Access to Data: Final drafts of these reports are projected to be released in June 2004; at which point they may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

IV. RIPARIAN TREND ANALYSIS

Title: Temporal Patterns of Channel Migration, Fluvial Events, and Associated Vegetation Along the Yellowstone River, Montana

Principal Investigators: Dr. Michael Merigliano (Riparian Ecologist), and Mary Louise Polzin, College of Forestry and Conservation, University of Montana, Missoula, Montana.

Goal: Determine relationship between fluvial geomorphic processes and floodplain vegetation.

Abstract: Floodplain dynamics and vegetation along the upper Yellowstone River flood plain varied by geomorphic setting, which varied from broad, unconfined braided channel systems to single-thread channels with narrow flood plains confined by glacial terraces and bedrock. Although the general appearance of the vegetation and river system is similar to that of 100 years ago, retrospective age distributions and real-time trend analysis reveal a reduction in fluvial activity, cottonwood recruitment on an areal basis, and cottonwood forest area. The floodplain turnover period for the braided reaches is between 550 and 1,700 years. Dated floodplain area was positively

correlated with flood size, and cottonwood area decay curves indicate that most floodplain erosion and deposition occurs during large floods. Agriculture has caused a net reduction in forest area in the last 50 years, but loss to natural succession was about twice the loss due to agricultural conversion. Diversity of vegetation types was higher in naturally-unconfined, braided channel reaches compared to naturally-confined, single-thread channel reaches. Patch sizes were larger, and hydric and mesic plants were more common in the unconfined reaches.

Completion Date/Products: October 2003. Report 4. *Temporal Patterns of Channel Migration, Fluvial Events, and Associated Vegetation Along the Yellowstone River, Montana.*

1. Maps showing existing vegetation and cottonwood patch age classes.
2. Age distribution of cottonwood forest.
3. Floodplain turnover rates (based on a decay curve of floodplain age by area derived from #2 for lower reaches below Emigrant). The upper reaches may not have an extensive true flood plain and the turnover concept will be modified accordingly.
4. The relation between flow events and cottonwood establishment, and the influence of ice drives.
5. Data (field maps and notes) on existing vegetation community types, and wildlife habitat variables (to be determined).
6. Assessment of cumulative effects of bank stabilization projects incorporating the results of hydraulic modeling and floodplain dynamics. The frame of reference will be the channel migration rate and associated cottonwood forest age distribution under conditions as close to natural as possible.

Access to Data: The report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

Need for Further Study: The mixed-age nature of the cottonwood patches are not unique to the Yellowstone River but their occurrence in different geomorphic settings and patch ages provides for an interesting study that could give insight into whether forests can be sustained in the absence of significant channel migration. While conducting the original study, DNA primers for cottonwood were developed to allow a genetic-based method to identify ramets (sprouts, asexual reproduction) and genets (seed origin stems, sexual reproduction). About 500 samples were collected from a subset of the fixed plots, and DNA extraction from young sprouted leaves is ongoing at the University of Montana. Test samples of extracted DNA have been sent to Oak Ridge National Laboratory, and DNA levels are within acceptable limits for microsatellite DNA analysis, which is the best method for identifying clones (Gerber and others, 2000; Schoot and others, 2000). The analysis at Oak Ridge will provide parentage and clone identification. This will enable correlation of clonal recruitment to river stage, elevation, substrate type, precipitation levels, and river scour. This in turn will help narrow down some of the factors influencing clonal recruitment along the Yellowstone River in narrowleaf cottonwood, but also the amount of clonal recruitment will be known. In essence, the study will address how common clonal recruitment is, ramet life span, and what are some important environmental factors. Many cottonwood systems have stabilized channels or flows due to damming, diversions, and bank revetments, and

sexual reproduction is limited (Rood and Mahoney, 1990). Perhaps vegetative reproduction can mitigate these impacts.

Vegetation structure is an important avian habitat component, and this study provided data for the wildlife component. The natural potential for understory, late-successional shrubs along the upper Yellowstone River flood plain is unknown. Much of the cottonwood forest had an understory dominated by grasses or grasses and xeric shrubs including Rocky Mountain juniper, silver buffaloberry, snowberry, and skunkbush (*Rhus trilobata*). Hansen and others (1995) suggest that such types would be dominated by red-osier dogwood (*Cornus stolonifera*) with less grazing pressure. Red-osier dogwood is palatable to wild ungulates and cattle and is sensitive to grazing. It was rare in the study area, and only a few stands larger than 0.25 hectares (0.5 acres) were found. Cattle grazing levels observed during our study were low in most places, and one area that had not been grazed since the 1930s did not have significant amounts of dogwood. Another study (Merigliano, in review) found a strong correlation between dogwood and water availability, which was in turn related to soil texture. The upper Yellowstone River soils are typically medium to coarse sands and may be too dry in late summer to support dogwood. A study relating water availability and understory species composition on sites of known, low grazing use could determine the natural potential of sites.

Our cottonwood aging sample was limited to land we had owner permission to access. The reach from the Highway 89 South Bridge to near Mission Creek was under-sampled. This area has a broader flood plain than much of the other sampled areas, and our decay curve estimates may not represent this very well. One way to assess this is to use the size distribution and total area of new gravel bars created during large floods as an index of channel migration rates and floodplain turnover. This index may be an efficient and effective way to obtain floodplain turnover. The geomorphology study (Dalby and Robinson, 2003) may have the island measurements, and our study has them for our sampled reaches only.

The impact of beaver on cottonwood stand structure is not understood for the upper Yellowstone River, or for large braided, northern Rocky Mountain rivers in general. A study that relates beaver densities, forage preference, and resulting stand structure would lend insight to their present impact, as well as allowing prediction of the effects of beaver trapping.

V. FISHERIES ANALYSES

1. FISH POPULATIONS STUDY

Title: Comparative Use of Modified and Natural Habitats of the Upper Yellowstone River by Juvenile Salmonids

Principal Investigators: Dr. Alexander V. Zale (Assistant Unit Leader) and Douglas L. Rider (Graduate Research Assistant), Montana Cooperative Fisheries Research Unit, US Geological Survey, Montana State University, Department of Biology, Bozeman, Montana.

Goal: Estimate to what extent bank stabilization, flow deflection, and flow confinement structures have changed aquatic habitat use by juvenile salmonids in the Yellowstone River.

Abstract: We compared juvenile salmonid use of stabilized main-channel banks (riprap, barbs, jetties) of the upper Yellowstone River to their use of natural, unaltered habitats by electrofishing in spring, summer, and fall, 2001 and 2002. Use of barbs and jetties was similar to that of natural outside bends, and use of riprap sections was higher than that of outside bends. Artificially-placed boulders and shoreline irregularities associated with the stabilized banks likely attracted juvenile salmonids. Bank stabilization did not *directly* decrease quality or quantity of juvenile salmonid habitat along the main channel of the upper Yellowstone River; indirect, geomorphically derived effects of bank stabilization on fish habitat were not examined. We also estimated abundances of juvenile salmonids in ephemeral lateral side channels during high discharge associated with spring runoff to determine if and to what extent juvenile salmonids used side channels. The average 50-meter side-channel sample unit (250.8 m^2) contained about 6.3 juvenile trout (all species) and 15.2 juvenile salmonids (trout plus mountain whitefish). Because of low-water conditions during both years of the study, the side channels were inundated for only about three to 10 days in 2001 and one to three weeks in 2002. The rapidity with which these habitats were colonized during the brief periods they were available suggests that juvenile fish positively selected for these habitats. Habitat modifications that reduce the frequency and duration of inundation of side channels, or reduce side-channel formation rates, or directly preclude inundation or accessibility of side channels would likely decrease juvenile fish habitat and possibly recruitment.

Completion Date/Products: March 2003. Report 4. *Comparative Use of Modified and Natural Habitats of the Upper Yellowstone River by Juvenile Salmonids* is in standard scientific format describing the findings and relevance of the study.

Access to Data: The *Comparative Use of Modified and Natural Habitats of the Upper Yellowstone River by Juvenile Salmonids* report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

Need for Further Study:
Several additional investigations would provide a more comprehensive understanding of the effects of bank stabilization on aquatic biota of the upper Yellowstone River. First, additional sampling during years with higher discharges, both along main-channel banks and in side channels, would allow inference about the applicability of our findings under more normal conditions. Second, assessment of the effects of bank stabilization on non-game fishes, macroinvertebrates, and adult and sub-adult salmonids would provide a more holistic assessment of this issue. Third, a comprehensive assessment of recruitment dynamics of salmonids in the upper Yellow stone River system would provide managers with an understanding of which habitats (for example, tributaries, spring creeks, backwaters, side channels, upstream reaches) actually produce the juvenile fish that later become catchable adults and therefore may require protection.

2. FISH HABITAT STUDY

Title: Effects of Channel Modification on Fish Habitat in the Upper Yellowstone River

Principal Investigators: Dr. Zack Bowen (Ecosystem Dynamics Science Program Director), Ken Bovee (Hydrologist), Dr. Terry Waddle (Hydrologist), US Geological Survey-Biological Resource Center, Fort Collins, Colorado.

Goal: Determine whether certain types of channel modification are potentially more detrimental to fish populations than others.

Abstract:
A two-dimensional hydrodynamic simulation model was coupled with a geographic information system (GIS) to produce a variety of habitat classification maps for three study reaches in the upper Yellowstone River basin in Montana. Data from these maps were used to examine potential effects of channel modification on shallow, slow current velocity (SSCV) habitats that are important refugia and nursery areas for young salmonids. At low flows, channel modifications were found to contribute additional SSCV habitat, but this contribution was negligible at higher discharges. During runoff, when young salmonids are most vulnerable to downstream displacement, the largest areas of SSCV habitat occurred in side channels, point bars, and overbank areas. Because of the diversity of elevations in the existing Yellowstone River, SSCV habitat tends to be available over a wide range of discharges. Based on simulations in modified and unmodified sub-reaches, channel simplification results in decreased availability of SSCV habitat, particularly during runoff. The combined results of the fish population and fish habitat studies present strong evidence that during runoff, SSCV habitat is most abundant in side channel and overbank areas and that juvenile salmonids use these habitats as refugia. Channel modifications that result in reduced availability of side channel and overbank habitats, particularly during runoff, will probably cause local reductions in juvenile abundances during the runoff period. Effects of reduced juvenile abundances during runoff on adult numbers later in the year will depend on (1) the extent of channel modification, (2) patterns of fish displacement and movement, (3) longitudinal connectivity between reaches that contain refugia and those that do not, and (4) the relative importance of other limiting factors.

The goal of the fish habitat study was to evaluate the effects of channel modification on shallow depth, slow current velocity (SSCV) habitat. We focused on SSCV habitat because shallow and slow water habitats (with varying quantitative definitions in different studies) have been demonstrated repeatedly as important growth and survival factors for young fish (Welcomme 1979; Sedell and others 1984; Kwak 1988; Nehring and Anderson 1993; Bovee and others 1994; Scheidegger and Bain 1995; Copp 1997; Bowen and others 1998; Freeman and others 2001; Zale and Rider 2003). The larvae and early juvenile lifestages of virtually all species share the common characteristics of small size, poor swimming capability, and reliance on zooplankton, small insects, and detritus as primary food items (for example, Chapman 1966; Hall and others 1979; Papoulias and Minckley 1990, 1992; Muir and others 2000). Shallow water, slow current velocity habitats found in backwaters and side channels provide refuge from high current velocities in main channel areas (Hjort and others 1984) that can displace small fish downstream, particularly during periods of high discharge (Ottaway and Clarke 1981; Ottaway and Forest 1983). These SSCV habitat areas typically provide favorable feeding conditions and shallow water in combination with structural cover which can reduce the risk of predation for small fish (Schlosser 1991; Ward and Stanford 1995).

The study examined the effects of bank armoring and flow training structures on the availability of SSCV habitat. The mapped representative study reaches in the upper Yellowstone River and used hydrodynamic models and hydrograph data to describe the availability of SSCV habitat during different hydroperiods. They focused on availability of SSCV habitat because of its function as a refugium and nursery habitat for young fish.

Completion Date/Products: March 2003. Report 5. *Effects of Channel Modification on Fish Habitat in the Upper Yellowstone River*.

Access to Data: The *Effects of Channel Modification on Fish Habitat in the Upper Yellowstone River* report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

Need for Further Study: This study focused on availability of shallow, slow current velocity habitat because of its importance as a refugium and nursery for juvenile salmonids, particularly during periods of high discharge. Other habitat requirements include spawning habitat, adult habitat, and overwintering habitat. Populations of trout can be limited by a deficiency in any of these. Flow regime, especially summer low flows, are important in determining trout biomass. Low flows during summer that result in dewatering of important habitats, increased water temperatures, or adverse affects on water quality could affect survival or limit carrying capacity. Similarly, the condition of fish at the beginning of winter and availability of overwintering habitat are very important in determining overwinter survival. Additional research and population monitoring should strive to determine which factors, including physical habitat, are most directly regulating numbers of adult salmonids.

VI. WILDLIFE (BIRD) ANALYSIS

Title: Riparian Habitat Dynamics and Wildlife along the Upper Yellowstone River

Principal Investigators: Dr. Andrew Hansen (Associate Professor of Ecology), Dr. Jay Rotella (Ecology Department Head, Associate Professor), Lurah Klaas and Danielle Gryskiewicz (research assistants), Montana State University, Bozeman, Montana.

Goal: Determine relationships between riparian habitat dynamics and riparian avifauna, often used as indicators of habitat integrity for wildlife.

Abstract: In this study, we collected bird and vegetation data within riparian zones along the river to determine the attributes of avian and shrub communities within eight vegetation successional stages and three geomorphological reach types. Additionally, we used aerial photos from 1948 and 1999 to investigate change in riparian vegetation over time. Finally, we used statistical models to predict bird richness across portions of the study area. A total of 78 bird species and 15 shrub species were recorded overall. We found that the moderately confined and braided reaches supported the highest bird abundance, diversity, and richness. Within the braided reach, the mature cottonwood stages supported the highest bird richness, diversity, and abundance. The best model for predicting richness included successional stage, which explained 51 percent of the variation. The braided reach exhibited the highest predicted richness because it supported the most mature cottonwood forest. Analysis of the areal distribution of riparian vegetation over time showed different responses within the braided and moderately confined reaches. Braided reaches experienced an increase in both younger and older successional stages, whereas the moderately confined reach experienced a decline in younger stages and an increase in older stages. Land managers interested in maintaining avian diversity should consider the importance of periodic flooding in maintaining the full range of successional stages of riparian vegetation in this river system.

Completion Date/Products: September 2003. Report 8. *Riparian Dynamics and Wildlife Along the Upper Yellowstone River,* which details changes in avian abundance and distribution between 1950 and 2000, identifies habitat features that support high species diversity, and documents the importance of current riparian habitats for wildlife. Models of avian distribution and abundance based on channel features and vegetation characteristics. Maps of riparian habitat and avian species distribution and abundance for 1950 and 2000.

Access to Data: The *Riparian Dynamics and Wildlife Along the Upper Yellowstone River* report may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

Need for Further Study: Additional studies would be very beneficial for providing understanding about the consequences of river management on wildlife communities. Because the maintenance of the full suite of successional stages is crucial to maintaining biodiversity, investigations which better quantify the past and possible future effects of bank stabilization on flood dynamics and riparian succession would be helpful in

developing possible management scenarios for the river. Furthermore, studies which evaluate the combined effects of different types of bank stabilization and rural residential development on the demography of bird populations and other wildlife species may provide insight into some of the possible causes and consequences of different human activities along the river. With this information, managers could then use simulation models to project the likely future effects of alternative management scenarios on wildlife populations. Additionally, evaluation of the biodiversity value of the upper Yellowstone River relative to the other major river systems of the Greater Yellowstone Ecosystem may provide information on the importance of this river system for maintaining regional biodiversity. Finally, this study focused on breeding riparian birds. More study is needed to understand patterns of abundance and diversity for mammals, amphibians, and reptiles, as well as for migrating and wintering birds.

VII. SOCIO-ECONOMIC ASSESSMENT

Title: Socio-Economic Assessment of the Upper Yellowstone River Valley

Principal Investigators: Edward Harvey (Project Leader), Andy Fritsch (Data Collection/ Analysis), BBC Research & Consulting, Denver, Colorado.

Note: Since the publication of this document, Ed Harvey and Andy Fritsch have formed their own consulting firm and can be contacted at Harvey Economics in Denver, Colorado.

Goal: Characterize the human environment within the Upper Yellowstone River Study Area.

Introduction:

Ed Harvey and his research team conducted a socio-economic assessment of the Upper Yellowstone River Valley in 2002. He initiated data collection for this process in February 2002 with a public meeting to engender input from the stakeholders in the study area. The researcher team completed data compilation in September 2002 with another public meeting to review the assessment's preliminary results. They typically focused on the river corridor from Springdale through to Gardiner in Park County. For certain research, it was appropriate to examine a broader study area than that, at times including the lowlands and foothills of the Upper Yellowstone River Valley and at other times relying on the whole of Park County. Economic and demographic data is generally reported for Park County as a whole, and the bulk of county activity occurs in the river corridor.

Objectives:

This study was intended to provide a socioeconomic portrait of the Upper Yellowstone River Valley, which runs from Gardiner downstream to Springdale in Park County. The Task Force and Corps set out the following objectives for the Upper Yellowstone River Socioeconomic Assessment:

1. Identify recent and longer-term historical trends in social values and cultural heritage and resources.
2. Identify present key stakeholder groups and the special interests they represent.
3. Assess current social values of stakeholders for the management of the study area.

4. Assess current cultural values and resources of stakeholders.
5. Establish a baseline characterization of the current economic and demographic activity within the study area, with focus on economic and demographic trends, changes in public services and displacement of farms.
6. Describe changes in land use and land use plans in recent years to provide a baseline picture of past trends.
7. Depict current and historic management actions on the Upper Yellowstone River, with a focus on institutional frameworks, bank stabilization projects, water rights and irrigation uses.
8. Consider the secondary by-products of growth and change in the study area by assessing potential change to the character of the resident population with changes in the elements of local quality of life.
9. Describe the existing 404 permit process and project what might be expected for social and economic conditions in 2025 if current river management protocol remains as it stands today.
10. Provide ample opportunity for the public to give input into the socioeconomic assessment process.

Executive Summary:

The research results of the socioeconomic study are summarized by topic as follows:

Demographic Trends

Park County's population has generally grown in fits and starts since the county's beginnings in the late 1800s. Growth slowed in the latter half of the 20th century but picked up again toward the end of the millennium.

Park County's population and housing stock are growing moderately. Almost all growth is occurring outside but surrounding Livingston and in more rural areas of the county. Minimal annexation around Livingston and a preference for rural lifestyles likely explain this phenomenon.

Accounting for about eight percent of the total population, seasonal residents are a notable economic presence in the county.

Residents and businesses perceived the river as being vitally important to the economy and as an amenity to local quality of life, which attracts and holds residents and businesses. The river is also a central, valuable part of the visitor's experience.

The no-action scenario indicates that county population will grow from about 15,700 persons to 19,000 persons by the year 2025 or 21 percent with housing units growing slightly faster.

Economic Trends and Values

The economy of Park County has evolved with the ebb and flow of different industries, including ranching, mining, timber, railroad transportation and tourism. Ranching has been a constant, while tourism is on the ascendancy as of 2002.

Personal incomes have risen quite substantially in the past 30 years; most growth has occurred in the nonfarm sectors. The greatest increase has come from non-wage components of income, including dividends, interest, rent and transfer payments. These non-wage elements of income are disproportionately high in Park County as compared with the State of Montana.

Personal incomes will more than double with inflation, but grow only modestly on a constant dollar basis. Wealth increases will lead other income measures.

The household and business surveys indicated that locals perceived tourists, ranchers and longtime residents as important to the Park County economy. River-related and other tourist-related businesses were also considered important economic contributors. Spring creeks were not well understood by residents or businesses. New and seasonal residents were viewed as generally less important to the economy than the other groups.

Tourism is clearly the strongest element of the Park County economy in 2002, generating sales, jobs and income for many residents and businesses.
Residents and businesses perceived overuse of the Upper Yellowstone River as a major problem, but visitors did not agree.

Fishing, whitewater, the wild and undeveloped feel of the river, relatively little manmade noise, adequate public access, and the presence of ranching all contributed positively to the visitor experience.
If visitors could plan their trip over again, they would stay longer in Park County.

Residents and businesses agreed, and visitors confirmed, that riverbank vegetation is a vital part of the river and visitor experience. Scenery along the river generally contributes very positively to the visitor experience.

Ranching in 2002 is a relatively modest, stable component of the Park County economy. However, ranching is still important to Park County, generating income and earnings for hundreds of ranchers, their employees and their families and spreading secondary effects of local spending throughout the area.

Out-migration of longtime ranchers is driven mostly by increasing land prices ($25,000 to $35,000 per animal unit) and adverse ranching economics. High land values make it advantageous to relocate ranches to cheaper locales or to retire. This may prompt concern on the part of local residents who value ranchers' contributions to the community, history and attractiveness of the area.

Park County employment is projected to increase from about 8,900 persons in 2000 to 12,600 persons by 2025 under the no-action scenario. This 40 percent increase will occur mostly in tourism-related economic sectors.

Social/Cultural Values

Residents of Park County, from the original American Indians to today's inhabitants, have valued the river for many reasons, including drinking water, transportation, recreation and contributions to the scenery.

The communities of Park County have been strong and civically oriented from the beginning. Traditionally, ranchers have played and continue to play an important role in community leadership.

Ranchers and longtime residents were perceived to be the most important groups contributing to the Park County social and cultural environment. Tourists, new permanent residents, and river-related and other tourist-related businesses were also viewed as making important contributions. Seasonal residents and spring creek related activities were seen as less important.

Residents appreciated the contribution tourists make to the community through their patronage of local activities, arts, and cultural enterprises, and through the cultures and customs they bring with them.

The beauty of the Upper Yellowstone River is paramount in its contributions to quality of life in Park County.

Fishing and other river-related recreational activities, like rafting and floating, are very important components of the quality of life here in Park County.

Even though the river contributes much to the Park County quality of life through its recreation and its beauty, residents were divided as to whether the river is the single most important physical element of the community.

Quality of life perceptions are summarized as follows:

Land Use Trends

Current land use patterns are the result of the economic evolution and movement of people in and out of the area over time.

Residential development and land use change in the river valley is perceived to be somewhat of a threat to the quality of life, but visitors do not see it as detraction yet. In fact, change has been rather slow historically.

Park County and the Upper Yellowstone River study area have experienced changes in land use patterns in the past 30 years. Population density changes, coupled with land use maps, point to moderately increased urbanization within the river corridor study area.

Wealthy, out-of-state landowners are replacing Montana ranchers at a relatively slow rate. Large parcels of ranchland are remaining intact or growing larger, while some smaller parcels have been subdivided to make room for 5-, 10-, 20- and 40-acre parcels for residential development.

Both households and businesses more often than not believed that property owners should not have a right to subdivide and build in the floodplain. Visitors had mixed views on this issue.

Subdivisions have centered along the Upper Yellowstone River and its tributaries and along local infrastructure such as roads and communications lines. This development has supplanted some shrublands, grasslands and forestlands.

The river corridor clearly has the greatest potential for growth, given the subdivided parcels there, but the entire study area has some growth potential that will depend upon infrastructure development.

National and local economic conditions will drive development. If the economy booms again, there will be increased demand for second homes in the Paradise Valley. If the economy slows down, residential growth will slow, as well.

Development will continue to occur in the river corridor over the next 25 years in previously approved subdivisions, under the no-action scenario.

River Management Issues

The stakeholder interview process suggested that there are a number of different stakeholder groups within the study area with different views about use of the Yellowstone River, threats to the river, management viewpoints and underlying basic values.

The water level in the river was considered important to the economy, and droughts were perceived as more negative than floods. When visitors thought about water levels in 2002, they viewed them as a positive part of their visitor experience generally.

There is widespread recognition of the importance of the Yellowstone River to the area and some recognition of the need to compromise to achieve a good management system.

Flood and erosion management along the Upper Yellowstone River have existed since white settlement, and most bank stabilization has occurred in the section of the river between Emigrant and Livingston. Floods have traditionally stimulated periods of bank stabilization efforts and installations of new structures on the river.

Physical modifications to the course of the river are primarily regulated by a combination of the USACE (at the federal level), MTDNRC (at the state level) and PCD (at the local level). Historic changes to the river were regulated by transportation or agricultural departments or not at all.

The volume of water and diversions from the river are principally regulated by MTDNRC.

Floodplain development and modifications are regulated primarily by local floodplain managers implementing state and federal requirements while considering local circumstances.

More households and businesses agreed than disagreed that prior river management — defined in the surveys as dikes, barbs, riprap, etc. — has been ineffective and inconsistent.

As of 1998, for the Gardiner to Springdale river corridor, nine percent of the riverbank was riprapped, and there were more than 100 rock barbs and an additional 100 rock jetties. Eroding banks were estimated at 12 percent of the total riverbank in the study area.

The changes in rock jetties and barbs were substantial between 1987 and 1998. Riprap also increased somewhat. The largest overall change occurred from Pine Creek Bridge to Carters Bridge.

There are contradictory views among stakeholder groups concerning the benefits of riprap and river management, subdivisions along the river, cattle grazing and lesser issues.

Residents and businesses generally agreed that management of the Upper Yellowstone River for flooding and erosion is the best thing for the overall economic and social well being of the county. Visitors believed that an unmanaged, free-flowing river is best.

Using manmade structures, such as riprap, levees and dikes, to protect private property was supported by the majority of residents and businesses, though 30 percent disagreed. Less than half the visitors were opposed to these structures, and existing structures have generally not detracted from the visitor's experience.

There are 2,277 active water rights in the study area; agriculture and stock watering account for 86 percent of rights, while fish, wildlife and recreation purposes account for 5 percent of the rights granted. The remaining nine percent is for domestic use, lawn and garden use, mining, power generation, industry, commerce, municipal use and fire protection.

The total quantified water rights amount to 2.2 million acre-feet per year and of this, 1.53 million are dedicated to fish, wildlife and recreational purposes mostly held by Montana Fish, Wildlife and Parks Department.

Consumptive water use for hay is about 25 inches per acre per year. Four acre-feet must be diverted to supply an acre-foot of consumptive use to study area crops.

Completion Date/Products: December 2002. Report 3. *Socio-Economic Assessment of the Upper Yellowstone River Valley.*

Access to Data: The *Socio-Economic Assessment of the Upper Yellowstone River Valley* may be viewed by visiting the Task Force website at: www.upperyellowstonerivertaskforce.org.

Need for Further Study: See Report 3, Exhibit 9b-1 Issues and Follow Up, Task 9B, page 2.

ACKNOWLEDGEMENTS

The positive strides that the Task Force has taken over these past six years are due in large part to strong internal and external partnerships with many dedicated individuals and organizations. The Task Force feels that this commitment came about because of our community's, our State's, and our nation's concern for the Yellowstone River.

We thank Montana's Governors Racicot and Martz for their steadfast support and confidence in the Task Force. We also thank Montana's Congressional Delegation, who worked cooperatively to lend support and crucial financial assistance to the upper Yellowstone River effort.

We thank Liz Galli-Noble, Task Force Coordinator, who provided tireless personal dedication and much-needed organization and professional skills to the project. Her hiring was a turning point and crucial element for our project completion and success. We also acknowledge Michael Gilbert for playing a similar vital role as project manager for our US Army Corps of Engineers partner.

Special thanks are due to the scientists/technical experts making up our Technical Advisory Committee. This project could not have been accomplished without the dedication and long-term support of: Dr. Duncan Patten, Tim Bryggman, Chuck Dalby, Tom Hallin, Brad Shepard, and Jim Robinson. We also thank the research team leaders, who went well beyond their contracted duties to help educate the Task Force and public: Dr. Richard Aspinall, Dr. Zack Bowen, Ken Bovee, Steve Holnbeck, Dr. Andy Hansen, Edward Harvey, Dr. Mike Merigliano, Chuck Parrett, Tom Pick, Mary Louise Polzin, and Dr. Al Zale. Thanks are also given to agency personnel for their technical assistance: Rob Hazlewood, Peter Ismert, George Jordan, Eric Morrison, Pat Newby, John Remus, and Allan Steinle.

For their commitment and enduring support of the Task Force, thanks are offered to the Park Conservation District Board. We thank Shawnda Hildebrand and Amy Miller for their dedicated administrative and accounting assistance. We also acknowledge Mary Ellen Wolfe, Mary Vandenbosch, Kelly Wade, Lara Desmarais, and Jacqueline Isaly for their administrative help on the project.

For their financial and/or staff support of the upper Yellowstone River effort we thank: DNRC (WRD and CARDD), DEQ, FWP, MDT, MSU, U of M, Corps, BLM, EPA, FEMA, NRCS, USGS, and YNP.

Finally, we give a very special thanks to the citizens and landowners of Park County for showing us support, trust, and patience over these six long years.

APPENDICES



APPENDIX A. ACRONYMS

Task Force	Governor's Upper Yellowstone River Task Force
BLM	Bureau of Land Management
CD	Conservation District
Corps	US Army Corps of Engineers
DEQ	Montana Department of Environmental Quality
District / PCD	Park Conservation District
DNRC	Montana Department of Natural Resources and Conservation
DNRC-CARDD	DNRC-Conservation and Resource Development Division
DNRC-WMB	DNRC-Water Management Bureau
DNRC-WRD	DNRC-Water Resources Division
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
ESRI®	Environmental Systems Research Institute, Inc.
FWP	Montana Department of Fish, Wildlife, and Parks
FY	Fiscal Year (used by the federal government: October 1 to September 30)
GIAC	Geographic Information and Analysis Center, Montana State University
GIS	Geographic Information Systems
GPS	Global Positioning System
GYC	Greater Yellowstone Coalition
GYE	Greater Yellowstone Ecosystem
HB 223	House Bill 223 Grant (DNRC)
MDT / DOT	Montana Department of Transportation
MSU	Montana State University
MTCFRU	Montana Cooperative Fisheries Research Unit (MSU)
MWCC	Montana Watershed Coordinator Council
NAWQA	National Water Quality Assessment (USGS)
NEPA	National Environmental Policy Act
NPS	National Park Service
NRCS	Natural Resources Conservation Service (USDA)
NRIS	Natural Resources Information System (Montana State Library)
NWI	National Wetland Inventory (USFWS)
RDGP	Reclamation and Development Grant Program (DNRC)
RFP	Request For Proposal
SAMP	Special Area Management Plan
Start Up	Task Force Start Up Grant (DEQ)
TAC	Technical Advisory Committee
TMDL	Total Daily Maximum Load (EPA/DEQ)
TNC	The Nature Conservancy
U of M	University of Montana
USDA	US Department of Agriculture
USDI	US Department of the Interior
USFS	US Forest Service
USFWS	US Fish and Wildlife Service
USGS	US Geological Survey
USGS-BRD	USGS-Biological Resources Division
WPA	Watershed Planning and Assistance Grant (DNRC)
YNP	Yellowstone National Park
YRCDC	Yellowstone River Conservation District Council
205 Study	Section 205 of the Flood Control Act of 1948, as amended (Corps)
319 Grant	Section 319 Water Quality Grant (DEQ)

APPENDIX B. GOVERNOR'S EXECUTIVE ORDER NO. 21-01

State of Montana
Office of the Governor

Executive Order No. 21-01

EXECUTIVE ORDER CONTINUING THE
GOVERNORS UPPER YELLOWSTONE RIVER TASK FORCE

WHEREAS, the upper Yellowstone River and its tributaries, herein defined as that reach of the river (including tributaries) beginning at the Yellowstone Park boundary and extending downstream to the bridge crossing the river at Springdale, is a national treasure; and

WHEREAS, the recreational opportunities provided by the river provide significant contributions to Montana's economy; and

WHEREAS, the river is essential to Montanans who live along it, providing water for agricultural, domestic and commercial purposes; and

WHEREAS, the extreme floods of 1996 and 1997 created hardships for communities and Montana citizens who live adjacent to the river, causing damage to property and stream banks, as well as some nationally-renowned spring creeks in Paradise Valley; and

WHEREAS, previous decades of work done along the river for

purposes of flood control, construction of transportation corridors and other purposes have altered the natural flood plain of the river, with the potential to exacerbate damage to private and public property and fish habitat; and

WHEREAS, there is a need for a more comprehensive planning effort involving citizens, communities, and government agencies that have an interest in the upper Yellowstone River to ensure that future projects that affect the river are planned and conducted in a manner that will preserve the integrity, beauty, values, and function of the upper Yellowstone River for Montanans now and in the future.

NOW THEREFORE, I, JUDY MARTZ, Governor of the State of Montana, by virtue of the authority vested in me, do hereby continue the Upper Yellowstone River Task Force.

I. PURPOSE

A. The Upper Yellowstone River Task Force shall:

1. Provide a forum for the discussion of issues that effect the Upper Yellowstone River basin, particularly, to bring together landowners, sportsmen and sportswomen, and community leaders to develop a shared understanding of the issues and competing values and uses that impact the Upper Yellowstone River;

2. meet on a regular basis, the frequency to be determined by Task Force members, for the purpose of encouraging a comprehensive approach to action taken

along the Yellowstone River to ensure that its integrity remains intact while balancing the needs of communities and landowners to protect property;

3. seek or encourage others to seek grants, funds or other cooperative arrangements to implement recommendations of the Task Force; and

4. prepare an annual report to the Governor on the progress of the task force.

II. COMPOSITION

The Upper Yellowstone River Task Force shall be composed of no more than 12 voting members including representatives of the following: local businesses, property owners, farmers and ranchers who live along the river, the angling community, a conservation group or groups, Park County, the City of Livingston and the local Conservation District. Representatives of the Army Corps of Engineers, Departments of Natural Resources and Conservation, Environmental Quality, Fish, Wildlife & Parks, and Transportation shall serve as ex-officio members.

III. DURATION

This Task Force shall remain in existence for two years from the date of effect unless extended or terminated by subsequent Executive Order.

This Order is effective immediately.

GIVEN under my hand and the GREAT SEAL of the State of Montana, this 21st day of August, 2001.

JUDY MARTZ, Governor

ATTEST:

BOB BROWN, Secretary of State

APPENDIX C. DECISION-MAKING PROCESSES and POLICIES

The Task Force discovered very early on that they needed to establish rules about how they would conduct business, in order to function equitability, efficiently, and effectively as a group. Of the many rules/processes/protocols adopted by the Task Force, perhaps the two that were most cited and relied upon over the years were the *Task Force Ground Rules* and *Steps for Formal Action on Task Force Recommendations* (see pages 92-94 of this report).

The Task Force steadfastly sought consensus regarding policy decisions and recommendations. Consensus was defined as

> *"... acceptance of an agreement. Members may not agree with all aspects of an agreement; however, they do not disagree enough to warrant opposition to the agreement. When Task Force members accept an agreement, they commit themselves to implementing the agreement."*

Up until their last meeting in August 2003, Task Force members constantly reminded each other that

> *"Participants who disagree with a proposal are responsible for offering a constructive alternative that seeks to accommodate the interests of all other participants."*

This clause in their ground rules helped Task Force members—who admittedly represented disparate and somewhat contentious constituencies within the community—to articulate their objection to a proposed recommendation and to try and come up with a workable compromise that satisfied everyone's needs. This unique application of the consensus process was not always successful. However, for the vast majority of issues addressed by the Task Force, it worked very well.

The recommendations adopted and the science generated by the Task Force have built a foundation for Upper Yellowstone River Basin, upon which many future actions will likely be based. Completion of the Task Force effort is not an end. It is really just the beginning for the Upper Yellowstone. It is now up to other interested citizens and governmental agencies to take the next step; to build on the successes of the Task Force and to further address issues where the Task Force could not reach consensus.

Upper Yellowstone River Task Force Ground Rules

Participation

1. The discussions of the Upper Yellowstone River Task Force will include the perspectives of individuals and organizations whose interests may be affected by the recommendations or activities of the Task Force.

   Voting Task Force members represent the following interests:

   - Local businesses
   - Property owners
   - Ranchers
   - Angling community
   - Conservation groups
   - Park County
   - City of Livingston
   - Park Conservation District

   Ex-officio members of the Task Force represent the following government agencies:

   - Montana Department of Environmental Quality
   - Montana Department of Fish, Wildlife and Parks
   - Montana Department of Natural Resources and Conservation
   - Montana Department of Transportation
   - US Army Corps of Engineers
   - National Park Service—Yellowstone National Park
   - US Forest Service—Livingston Ranger District
   - US Forest Service—Gardiner Ranger District

The Task Force will actively encourage the inclusion of a variety of perspectives in the following ways:

a) Members will candidly identify and share their values and interests and will do so as soon as possible.

b) Members will inform their constituency of the activities of the Task Force, seek the advice of their constituency and make every effort to speak for their constituency.

c) The Task Force will invite individuals with perspective not represented by members to discuss their views with the Task Force.

d) Task Force meetings will be open to the public. Individuals may request time on the Task Force agenda to discuss their concerns.

e) Notice of meetings will be provided to the news media.

f) A mailing list will be established and, upon request, individuals will receive notices of upcoming meetings and summaries of previous meetings.

g) The Task Force will hold special meetings at different locations, when needed, to share information and gather ideas, comments and concerns about Task Force proposals.

h) The Task Force will periodically prepare a summary of its activities and distribute this summary to the news media and individuals on the mailing list.

2. Task Force members agree to make every effort to attend every meeting. If a member is unable to attend a meeting, he or she may make arrangements for an alternate to attend the meeting, but should ensure that the alternate is fully informed of the issues under consideration and progress to date.

Decisions/Agreements

1. The Task Force will seek consensus agreements regarding policy decisions and recommendations. Consensus is defined as acceptance of an agreement. Members may not agree with all aspects of an agreement; however, they do not disagree enough to warrant opposition to the agreement. When Task force members accept an agreement, they commit themselves to implementing the agreement.

2. Participants who disagree with a proposal are responsible for offering a constructive alternative that seeks to accommodate the interests of all other participants.

3. Business or monetary decisions may be made by a voice vote of a majority (seven voting members) of the Task Force. The Chair may vote.

Communication with the Media

1. The Chair will be the spokesperson for the Task Force in communications with the media.

2. Each participant is free to speak to the media regarding their own view on the work of the Task Force. No participant may characterize the views of other participants expressed in this process to the media or in other forums.

3. With the exception of notices of meetings or events, written statements distributed to the news media will be reviewed by the Task Force.

Roles and Responsibilities

1. The Task Force Chair, will serve as the contact person for the Task Force and liaison with government agencies. The Chair, with the consent of the Task Force, is responsible for conducting and calling meetings, clarifying voting issues and appointing subcommittees, and providing direction to the Task Force Coordinator.

2. The Vice-Chair will assume the duties of the Chair in his absence.

3. The Coordinator will: help the participants design an appropriate process; coordinate pre- and post-meeting logistics; prepare documents to maintain an objective record of the process, including meeting summaries and annual and final reports; distribute agendas and meeting summaries; encourage everyone to participate; and moderate discussions as needed. The Coordinator is nonpartisan and is not an advocate for any particular interest or outcome.

Technical Advisory Committee

1. The overall goal of the Technical Advisory Committee (TAC) is to provide recommendations to the Task Force when requested based on the results of the scientific investigations. The TAC is given both broad direction and specific missions by the Task Force, and has the flexibility to determine how best to accomplish its job. The TAC has no authority to make policy decisions or recommendations on behalf of the Task Force; its role is to work as directed by the Task Force to ensure:
    - The right questions are asked;
    - The best approach and methods are used to answer questions;
    - The data collected are objective, defensible and trustworthy; and
    - The answers provided are understandable and relevant.

Steps for Formal Action on Task Force Recommendations

On April 29, 2003, the Governor's Upper Yellowstone River Task Force adopted the following process for development of recommendations and for adoption of final recommendations to be submitted to the Governor.

1. General Discussion Session to Develop Recommendations

a. The Task Force will convene meetings to consider proposed recommendations that pertain specifically to the *Topics of Consideration* list previously adopted. The Task Force Chair will oversee and run each meeting according to the procedures set forth below. Issues, comments, concerns, and draft recommendations related to the *Topics of Consideration* under discussion, which have been raised and recorded after the eight research presentations, will be revisited by the Task Force and the public. New comments, concerns, and recommendations may also be raised and recorded.

b. Task Force members speak first and when they have no further comments, members of the public will be asked for their comments. The Task Force Chair is responsible for ensuring comments remain concise and that they relate to the Topics of Consideration under specific discussion.

c. Upon conclusion of the comment and discussion period in each meeting, the Task Force will propose recommendations formally in accordance with the procedures set forth in Paragraph 2 below.

2. Formal Actions on Recommendations

a. All recommendations must be proposed by a voting Member of the Task Force and must be clearly stated and recorded.

b. The Task Force Chair restates each recommendation made and asks the Task Force for final concerns and questions relating to each recommendation.

c. The Task Force Chair calls for consensus on each recommendation made.

d. The Task Force formally adopts recommendations that achieve consensus, subject only to modification at the final meeting as set forth in Paragraph 3 below.

e. If any recommendation fails to achieve consensus, the Task Force may continue to consider that recommendation and may again seek consensus after further discussion, may defer action on the recommendation until a future meeting, or may decide to abandon the effort to obtain consensus on that particular recommendation. (Note: Task Force Ground Rules: Participants who disagree with a proposal are responsible for offering a constructive alternative that seeks to accommodate the interests of all other participants.)

3. Adoption of Final Set of Recommendations

a. Prior to finalizing its recommendations to be forwarded to the Governor, the Task Force will accept public comment (written only) on the recommendations previously adopted in Step 2.

b. At its last meetings during which the Task Force finalizes the complete set of recommendations to be forwarded to the Governor, Task Force Members may not propose new recommendations but may propose modifications, amendments, or deletion of any of the previously adopted recommendations in Step 2 for any reason, including but not limited to:

   i. To address concerns expressed by a Task Force Member's constituency or the public about the original recommendation;
   ii. To eliminate potential conflicts between recommendations;
   iii. To delete redundant or duplicative recommendations;
   iv. To integrate scientific studies and data more efficiently into the recommendations; or
   v. To correct clerical, typographic, transcription, grammatical, or rhetorical errors.

c. The Task Force will adopt for transmittal to the Governor a complete set of recommendations based on the individual recommendations adopted by consensus pursuant to Step 2 above, as such recommendation may be modified, amended, or deleted by consensus pursuant to Step 3b above.

d. The final set of recommendations must be approved by the Task Force for transmittal to the Governor by consensus.

APPENDIX D. FINANCIAL STATEMENT

The Governor's executive order directed the Task Force "... to seek or encourage others to seek grants, funds or other cooperative arrangements to implement recommendations of the Task Force… ." Throughout their tenure (1997 to 2003), the Task Force did just that, actively pursued funding for the upper Yellowstone River research effort, educating the public, and supporting Task Force administration and operation.

Table 4 (pages 96 and 97) summarizes the entire project budget from beginning (1997) to end (December 2003).

The Task Force has benefited greatly from strong partnerships with a wide array of organizations and agencies. Many community members; local, state, and federal governmental agencies; and academics have generously donated technical support and assistance in each and every phase of project development and implementation. The $1,094,706 in-kind and match total shown in *Table 4* —which makes up 39 percent of the entire project budget—illustrates how monumental these contributions have been for the Task Force. Further, this table includes only documented contributions. Many local citizens and technical experts have *informally* donated hundreds of hours to the project, which was not documented. The Task Force can do little more than to give them their sincere thanks and recognize their efforts in this report.

Table 4. Governor's Upper Yellowstone River Task Force Budget Summary

This table summarizes costs associated with Task Force activities from inception (November 1997) to project completion (December 2003).

Component / Task	Costs & Appropriated Funding (1997 - 2003; in dollars)			
	Grant Funding	Match or In-Kind Contribution	Other Funding Sources	Total
1. Park Conservation District Administration				
Park Conservation District Administration (8 or 10 % fee)	24,000 (RDGP) 2,944 (319 #1) 4,268 (319 #2) 4,000 (319 #3) 12,200 (319 #4) 3,108 (Start Up) 1,000 (BLM) 483 (223) 1,000 (WPA) 100 (Ed Grant) 3,000 (EPA-RGI) 500 (223)	0	0	
Subtotal	**56,603**	**0**	**0**	**56,603**
2. Task Force Project Administration, Coordination, Education, & Management				
Task Force Administration / Operations **Task Force Coordinator (all duties)** **Outreach and Education** Public meetings, tours, workshops. **Data Dissemination/Report Publication** Website, technical writing/editing, printing, mailings. **Management Recommendation Development** ***Governor's Conference for the Upper Yellowstone River***	22,500 (RDGP) 37,056 (319 #1) 53,732 (319 #2) 40,000 (319 #3) 110,000 (319 #4) 900 (Ed Grant) 28,297 (Start Up) 7,000 (USEPA/MSU) 5,000 (DNRC-WRD) 4,500 (223) 1,500 (FEMA/DNRC)	92,999 (TF) 16,000 (State) 33,333 (DNRC)	4,385 (registration fee)	
Subtotal	**310,485**	**142,332**	**4,385**	**457,202**
3. Baseline Data Acquisition and Analysis				
Physical Features Inventory	2,100 (WPA)	1,200 (PCD) 8,000 (NRCS)	25,700 (Corps) 7,015 (TF/State) 7,000 (NRCS)	51,015
Aerial Photography	10,000 (HB223)	11,233 (Start Up)	4,500 (State)	25,733

Table 4 continued.

Component / Task	Costs & Appropriated Funding (1997 - 2003; in dollars)			
	Grant Funding	Match or In-Kind Contribution	Other Funding Sources	Total
Geomorphic Analysis	22,386 (RDGP)	237,741 (DNRC)		260,127
Historic Photo Rectification Project	27,000 (EPA-RGI) 27,314 (RDGP)		1,800 (MSU, EPA-STAR) 14,020 (TF, 319)	70,134
Hydrology/Hydraulic Analysis	108,250 (RDGP)	168,250 (USGS)	60,000 (MDT) 6,500 (Start Up) 6,500 (Corps)	349,500
Topographic/Contour Mapping	0	0	180,000 (Corps)	180,000
NWI Riparian/Wetlands/Land Use Mapping	0	19,500 (USFWS)	29,422 (Corps)	48,922
Riparian Trend Analysis	94,993 (RDGP) 6,017 (HB223)	0	54,900 (Corps)	155,910
Fisheries Analyses				
Fish Populations Study	0	0	97,536 (Corps)	97,536
Fish Habitat Study	0	205,000 (USGS)	200,000 (Corps)	405,000
Current Watershed Land Use Assessment	9,000 (WPA)	40,000 (NRCS) 7,950 (GIAC)	0	56,950
Historic Watershed Land Use Assessment	75,000 (MSU, EPA-STAR)	0	0	75,000
Wildlife (Bird) Assessment	0	0	106,000 (Corps) 9,000 (BLM)	115,000
Socio-Economic Assessment	0	6,500 (DEQ)	145,312 (Corps)	151,812
Subtotal	**$382,060**	**$705,374**	**$955,205**	**$2,042,639**
4. General Project Support / Match	0	142,000 (RDGP/Corps) 105,000 (Corps Budget) 3,500 (FWP)	0	**250,500**
Total Project Costs	**$749,148**	**$1,094,706**	**$959,590**	**$2,806,944**

TF = Task Force
FWP = Montana Fish Wildlife and Parks
State = contributions from Montana DEQ, MDT, FWP
RDGP = Reclamation and Development Grant Program
Start Up = Task Force Start Up Grant (DEQ)
DNRC = Department of Natural Resources and Conservation
MDT = Montana Department of Transportation
EPA = Environmental Protection Agency

USFWS = US Fish Wildlife Service
319 = DEQ Section 319 Water Quality Grant
HB223 = DNRC House Bill 223 Grant
NWI = National Wetland Inventory
USGS = US Geological Survey
NRCS = Natural Resources Conservation Service
EPA-RGI = Regional Geographic Initiative Grant (EPA)
EPA-STAR = 2000-STAR Grant (EPA)

Corps = US Army Corps of Engineers
PCD = Park Conservation District
WPA = DNRC Watershed Planning and Assistance Grant
MSU = Montana State University
GIAC = Geographic Information Analysis Center
BLM = Bureau of Land Management
Ed Grant = Education Grant (DNRC)

APPENDIX E. COLLABORATIONS and PARTNERSHIPS

Partnerships and Contributions



Photo 69. Workshop participants. Photo by E. Galli-Noble.

The Task Force took very seriously their charge to establish partnerships and enhance communication amongst diverse groups concerned about the Yellowstone River. With each successive year, they built stronger relationships with these groups, as well as reaching out to other groups interested in learning more about the upper Yellowstone River effort and large river systems. Numerous other agencies and organizations have been conducting research studies throughout the Yellowstone River Basin, and the Task Force took every opportunity to share technical information with and learn from these entities.



Photo 70. Task Force chair, General Strock, and Corps staff. Photo by E. Galli-Noble.

Task Force Partners—The Task Force structure has illustrated how community-led, private/government collaborations provide an ideal approach to watershed management. Community members were empowered and given an opportunity to be a part of the management of their watershed. Regulatory agencies and academics worked alongside local citizens, helping to guide the process in a scientifically sound and realistic fashion. Local citizens, not directly involved in the Task Force effort, were always encouraged to be involved and to speak up when warranted. Consequently, the 43 recommendations adopted by the Task Force have been scrutinized by local citizens, have community support and by in, and have practical application for regulatory agencies.

Significant contributions have been made by partner agencies within the Task Force structure and those directly involved in the cumulative impact analysis of the Yellowstone River system. Those contributions have been the building blocks for success throughout this project.

Task Force Subcommittees—Given the overwhelming amount of work that was undertaken, and the multitude of decisions brought before them, the Task Force used specially-appointed subcommittees to add extra energy to particularly difficult (contentious) or time-consuming issues. Task Force members, staff, TAC members, and local citizens devoted hundreds of hours in special subcommittee sessions over the past six years. Task Force subcommittees that made significant project contributions include:

- Technical Advisory Committee Selection Subcommittee
- Financial Affairs Subcommittee
- Coordinator Selection Subcommittees (2)
- Educational Workshops/Outreach Subcommittees (3)
- Socio-Economic Assessment Subcommittee
- Cooperative Agreement Subcommittee
- Task Force/TAC Scientific Issues Subcommittees (2)
- Governor's Conference Subcommittee

Upper Yellowstone River Landowners—Upper Yellowstone River landowners are to be praised for their support and cooperation throughout this effort. In addition to donating their time as Task Force members or attending Task Force monthly meetings, more than 700 private landowners have allowed ten Task Force research teams to access their properties to collect data over the past six years. The Task Force could not have accomplished a scientifically based investigation without their support, patience, and trust, and we owe these local citizens great thanks.



Photo 71. Ranch east of Livingston. Photo by E. Galli-Noble.

Full Yellowstone River Cooperation—A notable development in past few years has been the strengthening cooperation between the Task Force and the Yellowstone River Conservation District Council (YRCDC). Over the past three years, both groups have made every attempt to share information and work together to benefit all citizens along the Yellowstone River.

The YRCDC was formed in 1999 with the purpose to provide local leadership, assistance, and guidance for the wise use and conservation of the Yellowstone River's natural resources. In much the same way as the Task Force, the YRCDC is collaborating with the Corps on a cumulative effects assessment of the Yellowstone River. Given that the Task Force has already intensively studied the upper river, the YRCDC is focusing their efforts from Springdale east, on the middle and lower Yellowstone. The Task Force chair, coordinator, and members of the TAC have worked closely with the YRCDC in an effort to ensure that the two river studies complement each other as much as possible and to exchange technical information.

APPENDIX F. OUTREACH and EDUCATION

Landowner Permission

Because the vast majority of land adjoining the upper Yellowstone River is privately owned, the Task Force felt that it was crucial to keep the public constantly informed of their investigations and actions along the river. From 1998 through 2002, hundreds of private landowners were asked to give research teams permission to access their properties. Securing access to collect data was the main purpose for these communications. However, the Task Force coordinator also used the opportunity to inform property owners about specific study objectives and timelines; to educate them about our overall cumulative effects investigation; and as a community outreach effort, which allowed property owners the opportunity to ask questions about the Task Force or comment on the river investigation.

Community Outreach

Educational presentations, workshops, and river tours were an important component of Task Force public outreach. In addition to providing technical information to participants, these events also provided an opportunity for local residents to interact with Task Force members and their research team members. Fostering communication in this way helped to build trust in the local community and allowed interested parties to learn more about each other and to learn from one another.

Educational Presentations



Photo 72. Educational tour for Project WET. Photo by E. Galli-Noble.

The Task Force was invited to do more than 25 formal presentations on the upper Yellowstone River project from 1998 through 2003. John Bailey and Liz Galli-Noble presented on most of these occasions, as did TAC members and research team leaders on occasion. Presentations were given to the following groups/organizations/events: Federation of Fly Fishers (3), Montana Native Plant Society, NRCS Yellowstone River Public Information Forum, Livingston Business Women, Sleeping Giant Middle School science class, Yellowstone Roundtable, Livingston Rotary Club, Changing Landscapes of Rural America Conference, Yellowstone River Conference, American Fisheries Society, Bozeman's Chief Joseph Middle School, Montana Watershed Coordinator Council, Cumulative Impact Analysis Workshop (Omaha), Cascade County Conservation Council (2), USGS NAWQA Conferences (2000, 2001), Billings Conservation Roundtable, MSU landscape architecture class, Park City Utah Summer 2002 Tour, Great Falls Womens Club, Yellowstone Recreational Boaters Association, Park County Economic Development Corporation, Board of Realtors, and Trout Unlimited Yellowstone River Conservation and Fly Fishing Camp.

Educational Workshops

The Task Force hosted five educational workshops/field trips from 1998 to 2003. Educational workshops provided a platform for invited guest speakers to share their knowledge, experiences, and research data on issues of particular interest to Task Force members and the public. Brief descriptions of Task Force workshops follow.

January 17, 1998, Gravel/Sediment Workshop—The Task Force sponsored their first education workshop in early 1998 to provide information and answer questions concerning Yellowstone River permitting and gravel/sedimentation. The workshop was held on January 17, 1998, from 8:30 am to noon at the Yellowstone Inn in Livingston. Seven agency presenters covered the topic of permitting and three presenters covered the topics of hydrology and geomorphology as they pertain to sedimentation.

October 16, 1998, Yellowstone River Cumulative Effects Study Field Trip—In late 1998, the Task Force hosted an educational field trip to Ninth Street Island and the Sheep Mountain fishing access. The purpose of the field trip was to provide Task Force members and the public an opportunity to discuss topics and methods that had been proposed for the upper Yellowstone River cumulative effects study. A technical work plan for the study was also presented at the event and the public was encouraged to provide feedback on that work plan. The field trip was held on October 16 from 1:00 to 4:00 pm.

May 13, 2000, Wildland Fire Workshop—The Task Force received many requests to focus the first of their 2000 educational workshops on the topic of fire, and specifically the effects of the 1988 fires on the Upper Yellowstone River Basin. In response to that request, they sponsored a wildland fire workshop, while also reviewing basic principles of riverine hydrology and fire/forest ecology. The purpose of the workshop, entitled *Hydrologic Response to the 1988 Fires in the Upper Yellowstone River Basin,* was to improve the knowledge base of local area residents related to issues involving the Upper Yellowstone River Watershed. The Task Force and Park Conservation District worked collaboratively in hosting this event.

The workshop was held on May 13, 2000, from 9:30 am to 3:00 pm at the Lincoln School in Livingston. Six presenters covered the following topics: Forest and Fire Ecology; 1988 Yellowstone Fires; Forest Hydrology, Fires, and Runoff; and Effects of 1988 Fires on Yellowstone River Runoff.

March 3, 2001, Upper Yellowstone River Workshop—As a greater number of research teams entered the field in 2000 and 2001, the Task Force began to receive requests from landowners along the river to better explain the cumulative effects investigation and update them on project progress.



Photo 73. 2001 workshop participants. Photo by E. Galli-Noble.

In response to those requests, the Task Force sponsored a project overview workshop, entitled: *Upper Yellowstone River, What the heck is the Task Force up to*? The Task Force asked all of their research team leaders to come and talk about their studies, and to be available to answer the public's questions. The intent of this workshop was to: (1) give the public a chance to get to know the Task Force and their research teams better, (2) help the public understand why and how scientific studies in the upper Yellowstone were being conducted, and (3) give everyone a chance to get involved in the effort. In addition to presenting detailed information on each of the main research investigations, the TAC chair, Dr. Duncan Patten, also reviewed basic principles of riverine systems or "how rivers work," and explained the interactions between the studies.

The workshop was held on March 3, 2001, from 9:00 am to 3:00 pm at the Yellowstone Inn in Livingston. There were more than 50 participants. The Task Force and MSU Montana Watercourse worked collaboratively in hosting and funding the event.

May 5, 2001, Upper Yellowstone River Demonstration Workshop—Building upon the success of the March 3rd workshop, a follow-up demonstration workshop was held by the Task Force on May 5, 2001. The workshop was held outdoors, at five designated research sites along the river. The purpose of this on-site workshop was to: (1) explain what information the research teams had been collecting in the study area, (2) demonstrate data collection techniques, and (3) answer questions from the public. Presentations were given by Dr. Duncan Patten and six research team leaders (fish studies, riparian vegetation, bird study, geomorphology, and hydrology).



Photo 74. Demonstration workshop. Photo by E. Galli-Noble.

The workshop was an all day event—9:00 am to 3:30 pm—with more than 40 people attending. Once again, the workshop was hosted and funded by the Task Force and MSU Montana Watercourse. Yellowstone National Park also donated the use of their commuter bus in order to transport participants to and from workshop demonstration sites.



Photo 75. Demonstration workshop.
Photo by E. Galli-Noble.

Yellowstone River Tours

The Task Force hosted ten river tours over the past six years for a wide range of interest groups and agency partners. The Task Force Chair, John Bailey, and other Task Force members donated a great deal of time and energy to make these events informative, visually revealing, and pleasant for their guests. Tour groups included:



Photo 76. River tour with Task Force chair. Photo by E. Galli-Noble.

May 17, 2000—Rocky Mountain Watershed Coordinator's Roundtable
July 6, 2000—Senator Max Baucus and Assistant Secretary Westphal
July 16, 2000—Corps staff Helena and Omaha, and EPA Denver staff
August 16, 2000—Project WET Teachers Tour
September 11, 2000—General Strock/Corps Northwestern Division and Omaha District

June 25, 2001—Corps Omaha and Congressional Office of Budget and Management
August 15, 2001—Socio-Economic Subcommittee and DEQ staff

July 23, 2002—Corps Regulatory Branch, Omaha Office
August 7, 2002—EPA Administrator Christie Todd Whitman and EPA Washington/Denver staff
August 15, 2002—Park City Utah Summer 2002 Tour group

Summer Research Interns

Two Carleton College environmental studies students interned on the upper Yellowstone River project over the summer of 2002. Marc Antinoro and Keith Wolter assisted four Task Force research teams with data collection from June 15 to August 15, 2002. Their enthusiasm and hard work was much appreciated and greatly benefited the overall Task Force effort.

Governor's Conference for the Upper Yellowstone River

Given the enormity and importance of the Upper Yellowstone River Project, Governor Martz and her staff encouraged the Task Force to host an educational conference in the fall of 2003, upon project completion.



Photo 77. Governor Martz and Colonel Ubbelohdel at the Governor's Conference. Photo by M. Gilbert.

The *Governor's Conference for the Upper Yellowstone River* was hosted by the Governor's Office, Governor's Upper Yellowstone River Task Force, and Park Conservation District. It was held at Chico Hot Springs Resort in Paradise Valley from October 20 to October 22, 2003. A total of 138 individuals attended the event over a

three-day period. The event brought together many project partners, both locally and nationally, and helped ensure that the Task Force recommendations and scientific findings were clearly articulated to the public and governmental agencies at all levels. The Task Force does not want their study outcomes to simply be put on a shelf. To the contrary, they want their work to provide the foundation upon which future actions on the Yellowstone River will be based.

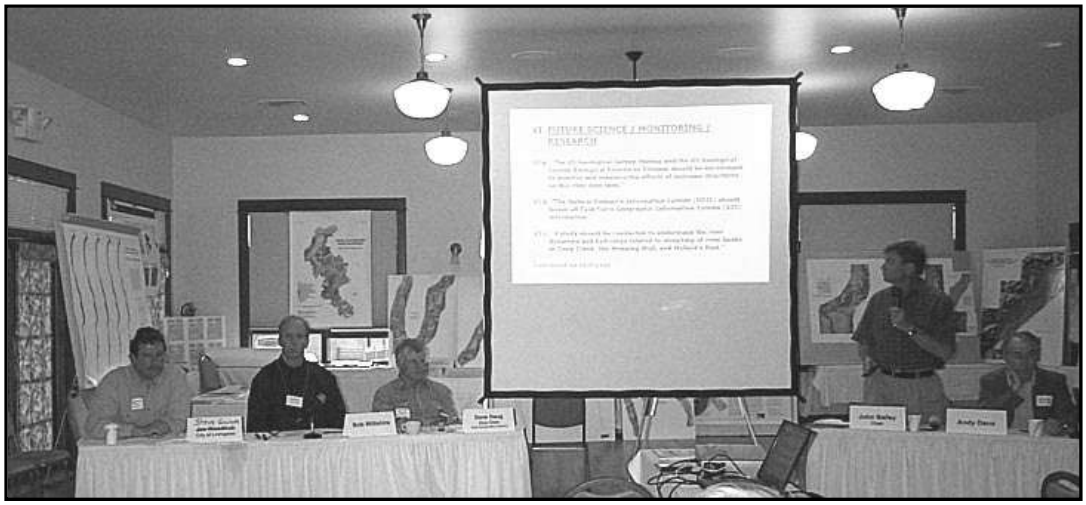


Photo 78. Session 7 at the Governor's Conference. Photo by E. Galli-Noble.

Conference Purpose—The main purpose for the conference was to allow key watershed players (1) to hear the Task Force's 43 final river management recommendations for the upper Yellowstone and to learn how those decisions were made; (2) to hear individual research investigation findings, and see their work products and integrated research results (including cumulative effects analysis); (3) to discuss, analyze, and learn from the policy processes developed and applied by the Task Force; and (4) initiate a dialogue about the long-term management in the Upper Yellowstone River Watershed for local, state, and federal entities.

Conference Objectives/Goals—The overall goals of the conference were achieved. They were to:

1. Present final Task Force river management recommendations to Governor Martz, project partners, and the citizens of Park County.
2. Present final results and work products from eight independent scientific studies and several collaborative mapping efforts to the public and other interested parties.
3. Present integrated scientific data and results from the cumulative effects analysis of the Upper Yellowstone River Watershed.
4. Encourage an exchange of information and experiences among watershed residents, researchers, governmental agencies, and resource professionals.
5. Begin the dialogue:
   *For practical application of Task Force recommendations (on-the-ground projects, adaptive management, follow-up research and monitoring, etc.).
   *For what comes next, post-Task Force. Focal topics included: Special Area Management Plan, Upper Yellowstone Cooperative Agreement Group, TMDL, and Yellowstone River Conservation District Council.

Project Products Showcased—As was stated above, the Task Force research teams presented their findings and work products to conference attendees (Governor, Task Force members, project partners, and members of the public). This was accomplished in several ways:

(1) Each study team did a formal lecture/slide presentation on the second day of the conference.
(2) Research teams explained how independent research efforts were integrated during the four-year river assessment process, and how cumulative effects analysis will be a final product of that integration as well. They showcased several crucial mapping products—preliminary Park County floodplain maps and mosaiced historic aerial photography—which provided the baseline information for all of the Task Force studies; in particular, study design, sampling regimes, temporal and spatial change, and flood elevations were gleaned from these vital mapping products/data layers.
(3) A poster session was conducted for the general public during the evening of October 21; major study findings and all major mapping products were visually displayed (including posters of all nine segments of the preliminary floodplain maps) and research team members were available to answer questions during this session.



Photo 79. TAC members/researchers at the Governor's Conference banquet dinner. Photo by M. Gilbert.

Audience—The targeted audience for this event was varied and broad, as has been the case for all of the Task Force actions. The audience included:

(1) Governor Martz and the Governor's Natural Resource Policy Advisor.
(2) Task Force members/staff and Technical Advisory Committee (TAC) members.
(3) Local landowners, Park County residents/business owners, Montana citizens.
(4) Montana State University personnel, including President Gamble.
(5) Yellowstone River Conservation District Council members/staff/TAC.
(6) Governmental agencies/partners (local, state, and federal).
(7) Interested members of the scientific community.
(8) Other watershed groups.
(9) Non-profit groups (Park County Environmental Council, Yellowstone Forum, Trout Unlimited, Greater Yellowstone Coalition, American Rivers, The Nature Conservancy).
(10) Press: local newspapers, Yellowstone Public Radio.

Timely and intelligible dissemination of relevant information to the public has been an important aspect of the Upper Yellowstone River Project and the development of river management recommendations. This final project conference proved to be the perfect venue for the Task Force to share their final recommendations and the science that those recommendations were based on. Governor Martz lent the prestige of her office to the conference, and she and John Bailey delivered positive and thoughtful opening speeches during the opening banquet on October 20. This set the stage for the conference; the atmosphere of the entire conference was upbeat, informative, and encouraged communication amongst the diverse groups attending.

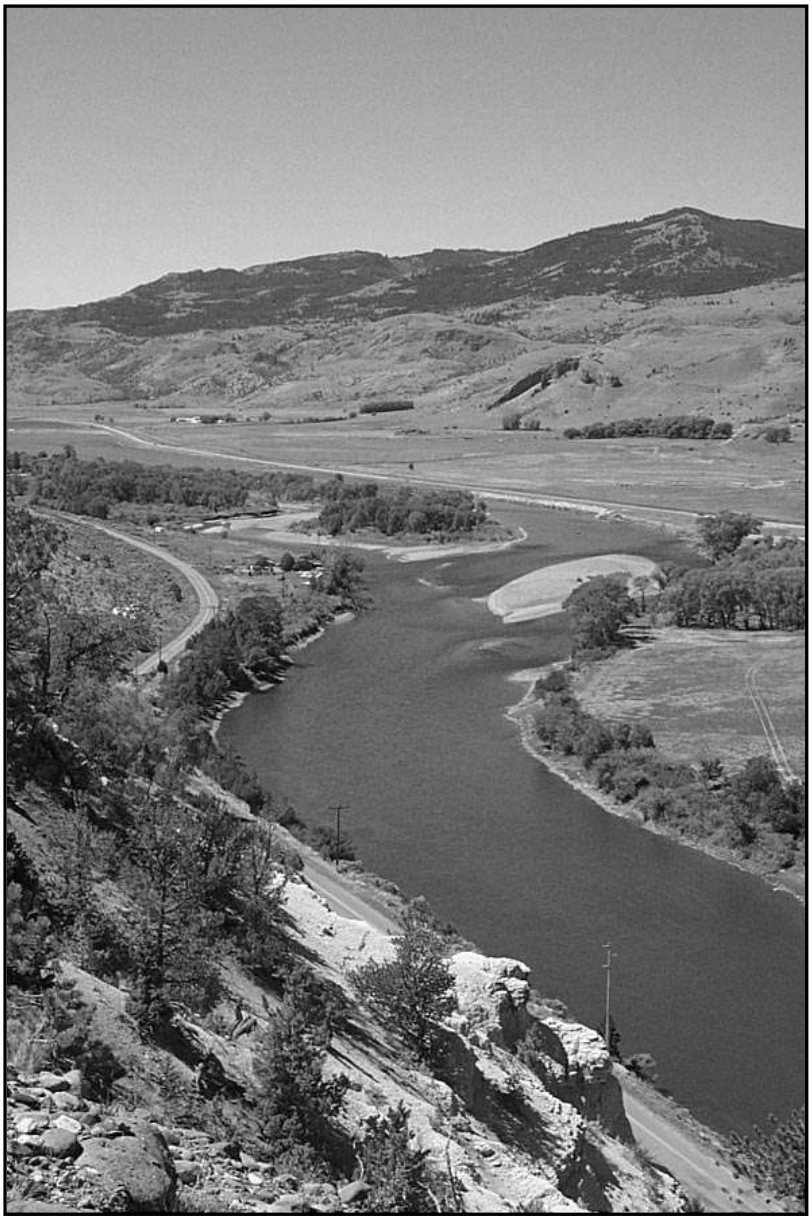
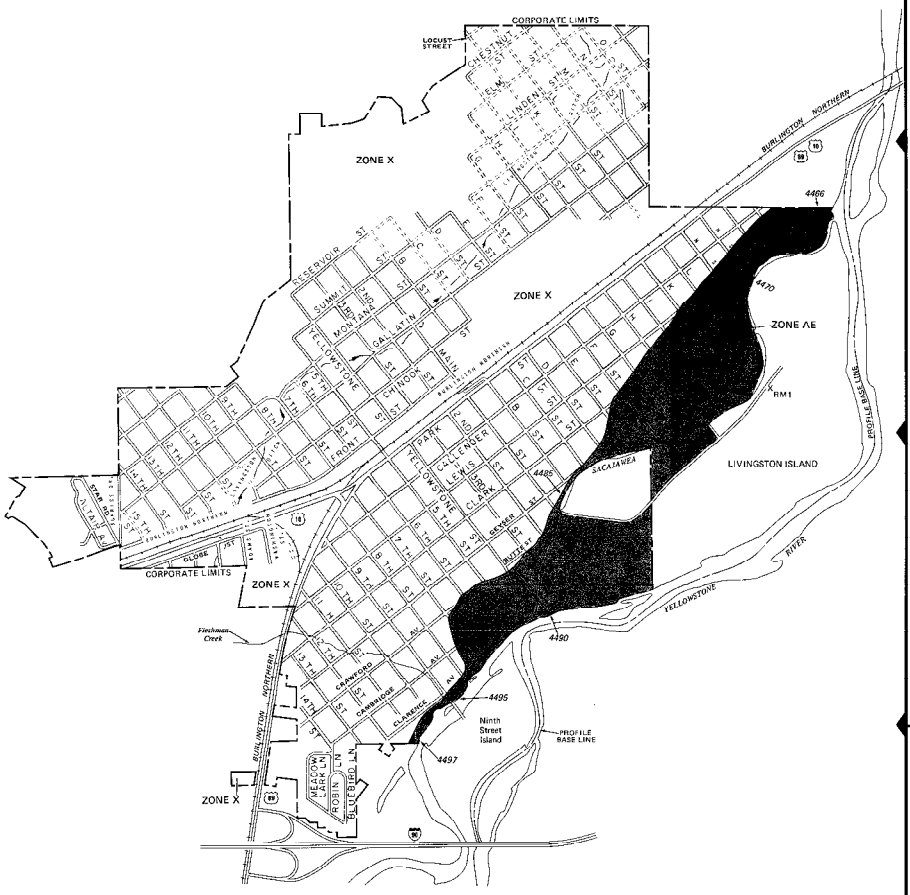


Photo 80. Upper Yellowstone River south of Emigrant. Photo by E. Galli-Noble.

Appendix F: Pre-2011 Flood Insurance Rate (FIRM) Map



LEGEND

SPECIAL FLOOD HAZARD AREAS INUNDATED BY 100-YEAR FLOOD

- **ZONE A** — No base flood elevations determined.
- **ZONE AE** — Base flood elevations determined.
- **ZONE AH** — Flood depths of 1 to 3 feet (usually areas of ponding); base flood elevations determined.
- **ZONE AO** — Flood depths of 1 to 3 feet (usually sheet flow on sloping terrain); average depths determined. For areas of alluvial fan flooding, velocities also determined.
- **ZONE A99** — To be protected from 100-year flood by Federal flood protection system under construction; no base elevations determined.
- **ZONE V** — Coastal flood with velocity hazard (wave action); no base flood elevations determined.
- **ZONE VE** — Coastal flood with velocity hazard (wave action); base flood elevations determined.

FLOODWAY AREAS IN ZONE AE

OTHER FLOOD AREAS

- **ZONE X** — Areas of 500-year flood; areas of 100-year flood with average depths of less than 1 foot or with drainage areas less than 1 square mile; and areas protected by levees from 100-year flood.

OTHER AREAS

- **ZONE X** — Areas determined to be outside 500-year flood plain.
- **ZONE D** — Areas in which flood hazards are undetermined.

Flood Boundary

Floodway Boundary

Zone D Boundary

Boundary Dividing Special Flood Hazard Zones, and Boundary Dividing Areas of Different Coastal Base Flood Elevations Within Special Flood Hazard Zones.

513 — Base Flood Elevation Line; Elevation in Feet*

D — D — Cross Section Line

(EL 987) — Base Flood Elevation in Feet Where Uniform Within Zone*

RM7 × — Elevation Reference Mark

*Referenced to the National Geodetic Vertical Datum of 1929

NOTES

This map is for use in administering the National Flood Insurance Program; it does not necessarily identify all areas subject to flooding, particularly from local drainage sources of small size, or all planimetric features outside Special Flood Hazard Areas.

Certain areas not in Special Flood Hazard Areas may be protected by flood control structures.

Boundaries of the floodways were computed at cross sections and interpolated between cross sections. The floodways were based on hydraulic considerations with regard to requirements of the Federal Emergency Management Agency.

Floodway widths in some areas may be too narrow to show to scale. Floodway widths are provided in the Flood Insurance Study Report.

Coastal base flood elevations apply only landward of the shoreline.

Elevation reference marks are described in the Flood Insurance Study Report.

MAP REPOSITORY
Office of City-County Planner, City-County Complex, 414 East Callender Street, Livingston, Montana 59047 (Maps for reference only, not for distribution).

INITIAL IDENTIFICATION:
JANUARY 1, 1974

FLOOD HAZARD BOUNDARY MAP REVISIONS:
NOVEMBER 21, 1975

FLOOD INSURANCE RATE MAP EFFECTIVE:
MAY 19, 1987

Refer to Flood Insurance Rate Map Effective date shown below to determine when actuarial rates apply to structures in zones where elevations or depths have been established.

To determine if flood insurance is available, contact an insurance agent or call the National Flood Insurance Program at (800) 638-6620.

APPROXIMATE SCALE IN FEET
1000 0 1000

NATIONAL FLOOD INSURANCE PROGRAM

FIRM
FLOOD INSURANCE RATE MAP

CITY OF
LIVINGSTON,
MONTANA
PARK COUNTY

ONLY PANEL PRINTED

COMMUNITY-PANEL NUMBER
300051 0005 B

EFFECTIVE DATE:
MAY 19, 1987

Federal Emergency Management Agency